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Overview and Purpose of the Manual

The Ministry of Natural Resources' (MNR or the Ministry) mandate includes the management and protection of Ontario's protected areas system. This system, comprised of more than 620 provincial parks and conservation reserves, contributes to Ontario economy and the protection of Ontario's biodiversity. The system also helps to provide sustainable outdoor recreation and land uses, natural heritage appreciation opportunities, and research. Protected areas range in size, characteristics, diversity and accessibility. They are of environmental, economic and social importance.

Clear and relevant management direction for protected areas is key to delivering on MNR's protected areas mandate. The *Provincial Parks and Conservation Reserves Act*, 2006 established the need for management direction that applies to each provincial park and conservation reserve. Management direction is presented in a management statement or management plan, which provides policy direction for protection, development and management of the significant resources and values of protected areas.

In this manual, "protected areas" refers to provincial parks and conservation reserves. The two are distinguished when there is a particular difference (e.g., only provincial parks are subject to classification).

This *Ontario Protected Areas Planning Manual* (the planning manual or manual) identifies the legal and policy foundation for planning of the province's protected areas. The manual establishes a provincially consistent, transparent and predictable approach to protected areas planning. The planning process is presented as an ongoing cycle of collecting and analyzing information, decision-making, monitoring and evaluating. The manual outlines minimum process and content requirements for preparing management direction. It also identifies application of the *Class Environmental Assessment for Provincial Parks and Conservation Reserves* (2005) and other components outside of the formal planning process but important in the ongoing management of protected areas.

In the manual, emphasis has been placed on early planning or scoping. This includes identifying planning requirements and products, filling information gaps, the early (and ongoing) involvement of Aboriginal people, and consulting with stakeholders and interested public. The planning process relies on using relevant information which includes ecological, geological, and socio-economic data. Traditional and local knowledge shared by Aboriginal people, stakeholders and the public is also vital to the success of a planning process. It includes a consistent decision-making framework through analysis methods that are clear, repeatable and defendable. It offers flexibility so planning teams can make decisions on the extent of effort that should be applied to individual planning projects based on local circumstances.

The planning process takes a holistic approach by blending in other process requirements where possible and encourages active involvement of protected areas planners and managers using a landscape approach to resource planning. It applies principles of adaptive management by providing direction for effectiveness monitoring, clear amendment procedures, and procedures for scheduled examinations of management direction. The process incorporates public interests, and places a priority on measuring effectiveness of direction and amending site level policy where necessary and appropriate. An integrated approach to resolving issues and concerns provides for management decisions that are considerate of both provincial priorities and the interests and needs of citizens, while maintaining ecological integrity.

Efforts of many staff across Ministry programs assisted in developing this document. Contributions from other government agencies, an Aboriginal focus group, Aboriginal communities and organizations, stakeholders, and interested public will also shape the *Ontario Protected Areas Planning Manual*.

Vue d'ensemble et but du manuel

Le ministère des Richesses naturelles (MRN ou Ministère) a notamment pour mandat la gestion et la préservation du réseau de zones protégées de l'Ontario, qui comprend plus de 620 parcs provinciaux et réserves de conservation et contribue à l'économie de la province ainsi qu'à la protection de sa biodiversité. Le réseau permet aussi de pratiquer des loisirs en plein air qui soient écologiques et des utilisations des terres, d'apprécier le patrimoine naturel, et de la recherche. Si leur étendue, leurs caractéristiques, leur diversité et leur accessibilité varient, les zones protégées ont toutes de l'importance sur le plan environnemental, économique et social.

Il est essentiel, pour la réalisation du mandat du MRN, qu'une orientation claire et pertinente s'applique à la gestion des zones protégées. La *Loi de 2006 sur les parcs provinciaux et les réserves de conservation* a établi la nécessité d'une telle orientation pour chaque parc provincial et chaque réserve de conservation. L'orientation doit être exposée dans un énoncé ou un plan de gestion qui fournit des directives stratégiques pour la protection, le développement et la gestion des ressources et des valeurs importantes que renferment les zones protégées.

Dans ce manuel, on entend par « zones protégées » les parcs provinciaux et les réserves de conservation. Une distinction est faite entre les deux dans le cas d'une différence particulière (par exemple, seuls les parcs provinciaux font l'objet d'une classification).

Le *Manuel de planification des zones protégées* (manuel de planification ou manuel) établit la base juridique et politique de l'aménagement des zones protégées de l'Ontario. Il définit une méthode uniforme, transparente et prévisible pour la planification de ces zones dans toute la province. Le processus de planification est présenté comme un cycle continu de collecte et d'analyse de l'information, de prise de décisions, de surveillance et d'évaluation. Le manuel décrit les exigences minimales auxquelles doit satisfaire l'orientation de la gestion sur le plan du processus et du contenu. Il précise aussi l'utilisation de l'*Évaluation environnementale de portée générale pour les parcs provinciaux et les réserves de conservation* (2005) et d'autres éléments qui ne font pas partie du processus de planification en tant que tel, mais qui sont importants pour la gestion continue des zones protégées.

Dans le manuel, l'accent est mis sur la planification initiale ou l'établissement de la portée, ce qui implique de prévoir les besoins et les produits, de combler les lacunes en matière d'information, de faire participer les peuples autochtones dès le début et de façon continue par la suite, et de consulter les personnes intéressées et le public. Le processus de planification s'appuie sur une information pertinente, des données écologiques, géologiques et socioéconomiques. Les connaissances locales et traditionnelles transmises par les peuples autochtones, les différents intervenants et le public sont également vitales pour le succès du processus, de même qu'un cadre décisionnel cohérent qui se fonde sur des méthodes d'analyse claires, pouvant être répétées et justifiées, et l'existence d'une certaine flexibilité pour que les équipes de planification puissent prendre des décisions sur l'effort nécessaire à fournir pour chaque projet selon les conditions locales.

Le processus de planification adopte une démarche globale en intégrant si possible d'autres exigences et il encourage la participation active des planificateurs et des gestionnaires des zones protégées au moyen d'une approche paysage de la planification des ressources. Il applique des principes de gestion adaptative en établissant des lignes directrices portant sur l'efficacité de la surveillance, des procédures de modification claires et des examens réguliers de l'orientation de la gestion. Le processus tient compte des intérêts du public et accorde la priorité à l'évaluation de l'efficacité de l'orientation et à la modification des politiques concernant le site, si une telle mesure est nécessaire et pertinente. Une approche intégrée à l'égard de la résolution des problèmes et des préoccupations se traduit par des décisions de gestion qui prennent en considération les priorités provinciales et les intérêts et besoins de la population, tout en maintenant l'intégrité écologique.

L'élaboration de ce document est le fruit des efforts de nombreuses personnes au sein des programmes du Ministère. D'autres organismes du gouvernement, un groupe de discussion autochtone, des communautés et des organismes autochtones, des intervenants et des membres intéressés du public ont aussi contribué à la préparation du *Manuel de planification des zones protégées*.

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1.0 CONTEXT

1.1 History

The scope, scale and overall complexity of planning for Ontario's protected areas has changed over time. Several milestones have led to the approach to planning and management of the protected areas system described in this planning manual:

This chapter presents the general context in which planning for protected areas is undertaken in Ontario. It includes:

- History.
- Legislation.
- Ecological integrity.
- MNR planning context.
- Application of the manual.

- 1893 - Algonquin established as the first provincial park.
- 1959 - First park policy statement affirmed protection and recreation as key objectives of provincial parks and renewed emphasis on environmental protection.
- 1960s and early 1970s - Policy changes supported management of provincial parks primarily for the purpose of protection.
- 1967 - Introduction of a new policy that divided provincial parks into specific categories, or classes, with compatible sets of uses.
- 1978 - Revised *Provincial Parks Policy Statement* established a goal, objectives and guiding principles.
- 1978 - *Ontario Provincial Parks: Planning and Management Policies* (MNR 1978) established six park classes, four objectives, associated internal zoning and targets for the protection of natural heritage features.
- 1983 - *Provincial Park Management Planning Guidelines* defined what park management plans were and why they were to be prepared.
- 1988 - *Ontario Provincial Park Management Planning Reference* combined and expanded on earlier directions on the role of park management plans and established a process for developing these plans.
- 1992 - Updated *Ontario Provincial Parks: Planning and Management Policies* (MNR 1992).
- 1994 - The planning reference updated as the *Ontario Provincial Park Management Planning Manual*.
- 1994 – Regulation of the first conservation reserves under the *Public Lands Act*.
- 1997 - The *Conservation Reserves Policy* provided direction for establishing, planning and managing conservation reserves.
- 2005 - A *Class Environmental Assessment for Provincial Parks and Conservation Reserves* (MNR 2005a) (Class EA-PPCR) was approved.
- 2007 - Proclamation of the *Provincial Parks and Conservation Reserves Act* (MNR 2006) (PPCRA or the Act).
- 2009 – Release of the draft *Ontario Protected Areas Planning Manual* for review.

1.2 Legislation

The *Provincial Parks and Conservation Reserves Act* and associated regulations provide the legislative framework for planning and management of Ontario's protected areas. The PPCRA includes objectives for establishing and managing provincial parks and conservation reserves, which centre on protection, sustainable use, education and research.

Provincial parks objectives:

1. To permanently protect representative ecosystems, biodiversity and provincially significant elements of Ontario's natural and cultural heritage and to manage these areas to ensure that ecological integrity is maintained.
2. To provide opportunities for ecologically sustainable outdoor recreation opportunities and encourage associated economic benefits.
3. To provide opportunities for residents of Ontario and visitors to increase their knowledge and appreciation of Ontario's natural and cultural heritage.
4. To facilitate scientific research and to provide points of reference to support monitoring of ecological change on the broader landscape.

Conservation reserves objectives:

1. To permanently protect representative ecosystems, biodiversity and provincially significant elements of Ontario's natural and cultural heritage and to manage these areas to ensure that ecological integrity is maintained.
2. To provide opportunities for ecologically sustainable land uses, including traditional outdoor heritage activities and associated economic benefits.
3. To facilitate scientific research and to provide points of reference to support monitoring of ecological change on the broader landscape.

The purpose of the Act is:

"*To permanently protect a system of provincial parks and conservation reserves that includes ecosystems that are representative of all of Ontario's natural regions, protects provincially significant elements of Ontario's natural and cultural heritage, maintains biodiversity and provides opportunities for compatible, ecologically sustainable recreation*".

These objectives recognize the diverse benefits provided by protected areas, such as outdoor recreation, education, quality of life, local to provincial economic impacts for businesses, jobs, natural and cultural heritage protection, research, providing ecosystem services such as clean water and carbon storage, and many other benefits for the future. The Act establishes principles for protected areas. Those principles guide all aspects of the planning and management of Ontario's system of provincial parks and conservation reserves. They affirm that maintenance of ecological integrity shall be the first priority and that opportunities for external involvement shall be provided. These principles and objectives are entrenched in the planning process for protected areas outlined in the planning manual.

1.3 Ecological Integrity

Ecological integrity is a complex concept that represents a human notion of the way things should be naturally. The PPCRA establishes the maintenance of ecological integrity as the first priority in planning and management of protected areas. The Act defines ecological integrity as follows:

> "*Ecological integrity refers to a condition in which biotic and abiotic components of ecosystems and the composition and abundance of native species and biological communities are characteristic for their natural regions and rates of change and ecosystem processes are unimpeded.*"

In other words, ecosystems have integrity when they have intact native biological components (plants, animals and other organisms), abiotic components (such as geology and water), and processes (such as reproduction population growth). The heart of the definition is in the 'naturalness' of a given protected area. However, the complex and dynamic

Principles, approaches and tools for maintaining or enhancing ecological integrity:

- Legislation.
- Strategies.
- Policies.
- Planning at a landscape scale.
- Management direction containing site level purpose, vision, values, pressures, objectives, actions and monitoring.
- Adaptive management.
- Science and information.
- Class EA-PPCR.
- Operational approaches.
- Public education.
- Staff training.
- Information management.
- Compatibility Test.

nature of ecosystems means that putting this concept into practice will be a challenge for protected area resource planners and managers.

Ecological integrity is not a new concept though it has gained much attention since the mid-1990s. Many principles, approaches and tools that support the maintenance of ecological integrity are already in place. New ones will be developed over time with improving knowledge, experience and the involvement of partners, Aboriginal people, stakeholders and other interested parties. Section 2.1.1 identifies the key elements required to establish management direction through planning.

MNR addresses ecological integrity at many scales and levels. The processes presented in this manual and the supporting guidelines enable sound and holistic planning as the basis for maintaining and enhancing ecological integrity, while addressing other objectives related to recreation, education and research.

1.4 MNR Planning Context

The framework in which MNR makes management decisions has several levels, which result in progressively more detailed and specific decisions. Figure 1.1 illustrates the main elements of protected area planning in the context of the provincial planning system. The subject of this manual is concerned with Level 3, Management Direction.

Figure 1.1 Protected Area Planning in the Context of MNR's Planning System

Level 1. Direction Setting
Strategic Orientation and Directions
Identification of Protected Areas Goal & Objectives
(e.g., PPCRA, MNR Strategic Directions - Our Sustainable Future, Ontario Provincial Parks Planning & Management Policies, permitted use policies)
Level 2. Land Use Direction
Protected Area Systems Planning & Land Use Planning
Identification & Recommendation of New Protected Areas
(e.g., Ontario's Living Legacy Land Use Strategy, Crown Land Use Policy Atlas, Far North Planning)
Level 3 Management Direction
Resource Management Planning
Preparation of Area Policies
Protected Area Management Statements For Provincial Parks & Conservation Reserves
Protected Area Management Plans For Provincial Parks & Conservation Reserves
(The shaded box shows the primary focus of this manual)
Level 4. Implementation & Operations
Evaluation of Projects
Class Environmental Assessment for Provincial Parks & Conservation Reserves
Acquiring & Disposing of Property
Establishing, Amending & Rescinding Boundaries
Managing Protected Areas (Resources, Development, Operations)
Broad Provincial Level
Specific Site Level

Resource management planning identifies how geographic areas and natural resources (e.g., land, water, wildlife, forests, and protected areas) will be managed to achieve the Government of Ontario program targets. Where appropriate, the option of grouping protected areas may facilitate efficient and holistic planning.

There are two types of protected area management direction, namely, **management statements** and **management plans** (see Chapter 2 for details). The primary role of every protected area management direction is to identify the contribution(s) that a protected area makes to the achievement of the objectives set out in the PPCRA, and to identify management policies aimed at maintaining or enhancing that contribution. The intention is to guide resource management, development and operations of protected areas over time. Written with a 20-year perspective in mind, approved management direction will be examined every 10 years to determine the need for administrative updates, amendments or complete review (re-write).

No management direction is undertaken with a "blank slate". Higher-level direction may exist, as discussed previously (e.g., policy or land use directions), which are used to develop specific site level direction. MNR encourages the coordination of planning processes to establish land use direction (Level 2), resource management direction (Level 3) and environmental assessment evaluations (Level 4) where it is appropriate and practical to do so.

1.5 Aboriginal Involvement

Aboriginal communities' involvement in protected area planning is integral, as many communities are intrinsically connected to, and share a living relationship with the land. Communities also have Aboriginal and treaty rights which they may exercise in protected areas. In many parts of Ontario, Aboriginal communities have a considerable amount of information about the values and pressures in protected areas. By discussing this information, and coming to a shared understanding of communities' interests in and uses of protected areas, management decisions that contribute to maintaining ecological integrity and the wellbeing of each Aboriginal community can be made.

Aboriginal communities often have a connection to the land that includes social, cultural, spiritual, economic, ecological and holistic aspects. Protected area planning teams can gain a better understanding of these values by working with each Aboriginal community to develop an involvement process that is respectful of local knowledge, values and science.

Information and advice contributed by Aboriginal communities is used to inform many parts of the planning process (Chapter 2) including values mapping and analysis during the background information stage and deliberations on how to manage values when making zoning and policy proposals at the management proposals and preliminary management direction stages. Ongoing discussions and documentation are required throughout the involvement process so the Ministry and Aboriginal community can clearly see what input was incorporated and why (or why not).

Respectful engagement of Aboriginal communities throughout the planning process will further develop working relationships and will provide the foundation for stewardship efforts during implementation, monitoring, resource use and operations.

Early and ongoing discussions of Aboriginal communities' interests in and uses of protected areas helps both the Ministry and the community determine if there are conflicts between potential management decisions and Aboriginal and treaty rights. If it is discovered that Aboriginal or treaty rights may be impacted by a planning decision, the Ministry has a legal duty to consult and, if appropriate, make accommodations so communities can continue to exercise their rights that have been affirmed in the *Constitution Act*.

Some of the key strategies for a planning team to support meaningful Aboriginal involvement include:

- Understanding why Aboriginal communities have a right to be involved and consulted meaningfully.
- Being aware of each Aboriginal community's relationship with the land and the protected area and respecting that relationship.
- Developing good working relationships prior to initiating management planning projects and continuing to develop relationships and trust during planning.
- Engaging communities early in the planning process and providing ongoing opportunities for involvement that are as responsive as possible to the communities' needs and preferred ways to participate in the planning process.
- Keeping records of discussions with communities and comments received on management documents, sharing these records with communities for continued clarification.

The Aboriginal Involvement Guideline provides strategies to use at each stage of planning and guidance on how to select appropriate strategies for each situation. Aboriginal involvement can be facilitated through a range of activities such as meetings, site visits, interactive mapping of areas, joint inventory or public education projects and will include opportunities to review and comment on published planning documents. Aboriginal communities should be involved in determining the approach that will work best for them based on community priorities and perspectives and in recognition of available resources and the allocation of those resources.

All involvement opportunities available to the public (e.g., Environmental Registry postings, open houses) are also available to Aboriginal communities; however a customized approach to Aboriginal involvement is useful to best meet the unique needs of each Aboriginal community.

1.6 Public and Stakeholder Involvement

Involvement is the process of seeking input from members of the public and stakeholders on issues and values of interest to them. Input from members of the public and stakeholder groups is an important part of planning during information gathering and analysis, as well as decision making phases.

Each protected area planning process must provide the public at least one opportunity to consult during the development of a management statement and at least two opportunities to consult during the production of a management plan. Beyond this, each protected area involvement process is unique and designed to best meet the needs of all interested and affected parties and the general public. While the involvement program may take different formats (e.g., opportunities to view planning documents online, open houses) all processes will provide open and transparent access to information, planning proposals, their impacts and reasoning behind decisions.

Effective involvement strategies provide:

- More and different types of information to shape the background information file than the Ministry could gather and analyze on its own.
- Information on how management proposals would affect groups of people differently, providing social and economic context for decision making.
- An opportunity to build understanding of and consensus about various management proposals between different groups of people and stakeholders.
- The opportunity to increase awareness about the value of protected areas, empowering citizen stewardship.

Chapter 2 sets out the minimum requirements for involvement during the planning process and the Public and Stakeholder Involvement Guideline provides details on how to choose and facilitate appropriate involvement opportunities to meet the needs of particular planning projects. Guidance is also provided on how to coordinate protected area planning involvement processes with related environmental assessment and or Crown land use amendment involvement processes where appropriate.

The Ministry must document all discussions with and comments received from public and stakeholders throughout the involvement process and document what input was incorporated and why (or why not).

Information and advice contributed by the public and stakeholders is used throughout the planning process. This input contributes to value and pressure identification, mapping and analysis during the Background Information stage and provides context to deliberations on how to manage combinations of values when making zoning and policy proposals at the management proposals and preliminary plan stage.

1.7 Application of the Manual

The planning manual will guide MNR staff, partners and consultants in the:

- Preparation of new management direction.
- Administrative updates or amendments to existing direction.
- Examination and review of existing direction.
- Implementation considerations.

The manual may also be a useful resource for Aboriginal communities, stakeholders and members of the public who have an interest in participating in protected areas planning.

1.7.1 Area of Application

The requirements and policies addressed in the planning manual apply to protected areas that are proposed (e.g., lands acquired for protected area status), recommended or regulated under the PPCRA. This would also apply to proposed or recommended additions to regulated protected areas. These categories could be comprised of Crown lands, parcels acquired by the province, or private property under long-term lease (e.g., lands owned by The Nature Conservancy of Canada).

1.7.2 Supporting Tools and Guidelines

The manual is a broad policy and procedural document supported by a series of supplementary tools and guidelines. These provide technical details, templates, checklists, etc. that focus on how to implement the manual's requirements and minimum standards.

Several tools and guidelines are referenced throughout the planning manual. Chapter 9 also lists these with directions on how planning staff or other interested parties can access them. It is the Ministry's intention to create new, or update/rescind existing tools and guidelines on an as-required basis. For clarification, **the tools and guidelines do not form part of the manual**. They primarily provide guidance and supplementary information to planning staff.

2.0 PLANNING PROCESSES

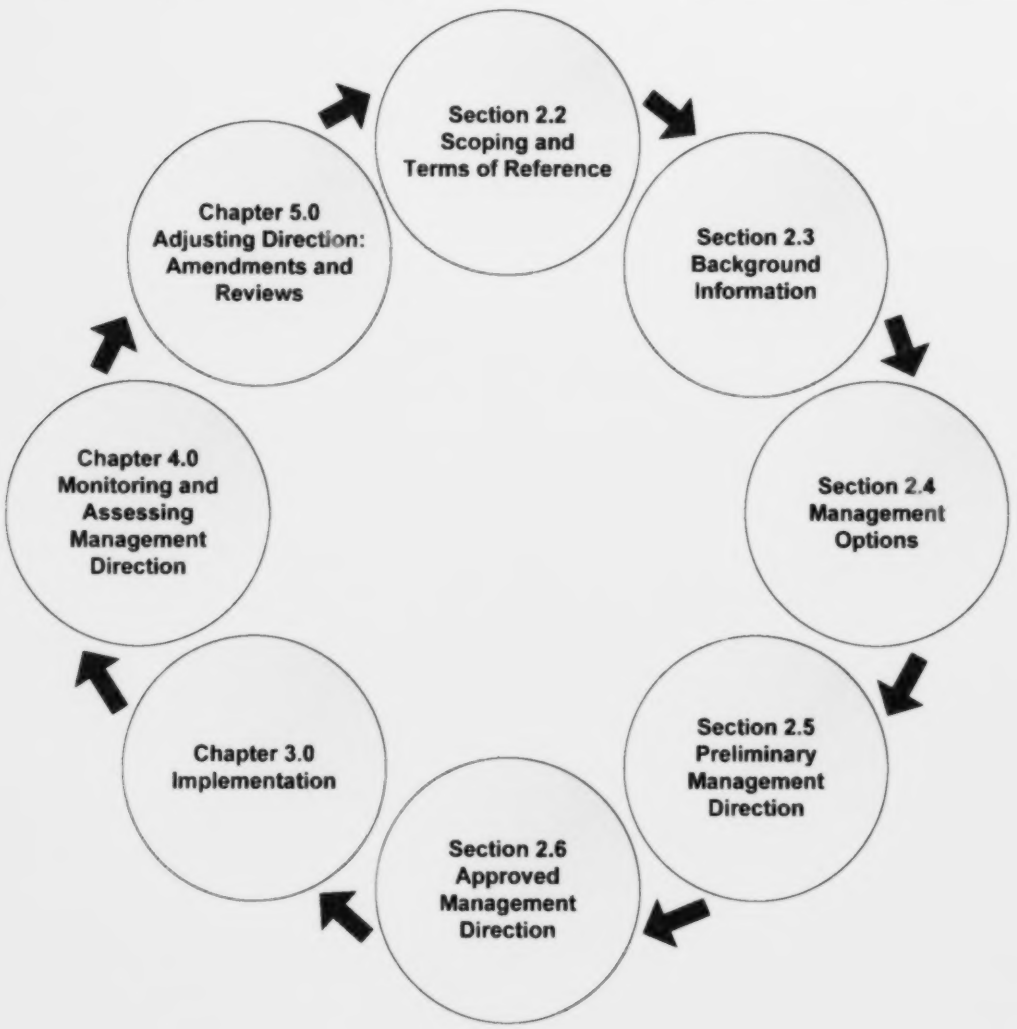
2.1 Introduction

Protected area planning and management occurs as an ongoing cycle. Figure 2.1 portrays the components of a fully mature planning and management cycle. However, not all protected areas require the same level of planning and management and therefore elements of the cycle can be combined.

This chapter focuses on:

- Determining the scope of a planning process and the appropriate type of management direction.
- Presenting the minimum process and content requirements.

Figure 2.1 Planning and Management Cycle



The nature of planning needs is dependant on several factors, such as:

- The presence of values (e.g., species at risk, representation of natural and cultural heritage features).
- The recreational demand in an area.
- The level of complexity of pressures, issues or proposals.
- The level of infrastructure development being contemplated.
- The level of background information to support planning and decisions.
- The level of Aboriginal, public and stakeholder interest.

These factors are considered during the initial scoping step, which includes determining the appropriate type of management direction (i.e., management statement versus management plan) and preparing the terms of reference to guide the project (Section 2.2). Once a project is approved to be undertaken, planning follows the Aboriginal, public and stakeholder involvement processes and content requirements at each step. This includes compilation of background information (Section 2.3), management proposals (Section 2.4), preliminary management direction (Section 2.5), and approved management direction (Section 2.6).

2.1.1 Purpose, Vision, Objectives, Actions and Monitoring

Formulating the purpose, vision and objectives for the protected area(s) early in the planning process helps focus analysis and discussion on the most important values, pressures and activities. Planning links practical actions to clear objectives, which enable achievement of the vision. Monitoring allows assessment of the effectiveness of planning direction and management actions, and enables an adaptive management approach.

Planning to establish management direction focuses on addressing these key elements:

- Purpose and vision.
- Values and pressures.
- Site objectives and actions to protect and manage values, and abate pressures.
- Monitoring needs to assess implementation of plans and their effectiveness.
- Adjusting plans and actions to ensure continuous improvement.

Purpose: The reason why the protected area was created and significant features - its role in the system.
Vision: Where we want the protected area to be in 20 years.
Objectives: Concise statement of the desired future condition of protected area values.
Actions: Projects and activities that address objectives and abate pressures.
Monitoring: The collection of data and information in a consistent manner, over time.

The planning team works to develop site specific, measurable, achievable objectives associated with the objectives in the PPCRA. During the scoping and terms of reference (Section 2.2), the planning team needs to develop a purpose statement. Development of the preliminary vision and objectives would occur as part of the background information (Section 2.3) or the management proposals (Section 2.4). These can be informed by a review of the following:

- Previous purpose and/or vision statements and objectives (from current management direction).
- Early Aboriginal, public and stakeholder involvement.
- Analysis of existing information.

2.1.2 Information Management: The Protected Areas Planning Information Repository

Information is central to protected area planning, which can involve large quantities of diverse information (formats, vintages, sources, precisions, sensitivities, and geographic extents). Planning teams are required to clearly present, openly share, and effectively use information so that all parties involved can

make the best use of the information available. Planning teams must manage their information throughout the protected area planning cycle and beyond.

The intensity of information collection and analysis may differ from one planning project to another. Although planning processes may differ in complexity, less intense management is not warranted. Since the planning process is very dynamic in nature, information will be stored and managed systematically within the MNR Protected Areas Planning Information Repository (PAPIR).

PAPIR is an up-to date information source or archive for a protected area, including its values, and pressures and decisions made. This assists in determining gaps in and currency of the information, and ensuring that it is accessible. This helps to identify priorities to apply available resources to further inventory, monitoring and research projects. PAPIR is a 'living' file maintained and updated on an ongoing basis. At any time when new information is introduced in the planning process, it should be added to the information repository. PAPIR is initiated during scoping. The information is analyzed at appropriate intervals during the planning process.

The information repository (PAPIR) includes information from various program areas such as Land Information Ontario, Natural Heritage Information Centre (NHIC), Natural Resources Values Information System (NRVIS), consultant submissions, etc. PAPIR relies on a user to upload information into the repository.

Access to information collected for protected areas planning, or the protection of privacy of individuals associated with information required for protected areas planning is governed by the *Freedom of Information and Protection of Privacy Act* (FIPPA). MNR shall determine whether information obtained in accordance with the PPCRA can be made available to the public. In making these determinations, the MNR shall comply with the FIPPA. MNR may restrict access to certain sensitive information that, if made available, could cause harm or threaten the existence, integrity or health of a natural resource feature or value (e.g., archaeological sites, species at risk locations).

2.1.3 Summary of Key Planning Steps

The following sections in this chapter outline the planning process that will end with an approved management direction. The requirements in these sections can be related to a series of key steps and their application which can be undertaken during the planning process. Tables 2.1, 2.3, 2.5, 2.6, and 2.7 provide a summary of the key planning steps and their application depending on planning complexity. While these tables present the steps sequentially that planning teams will follow, planning processes are often iterative (i.e., there may be a need to return to previous steps when new information becomes available). As well, work on multiple steps often occurs at the same time. Some planning requirements are not easily portrayed in a stepwise form and are not included in these tables even though they are important aspects of the planning process. For example:

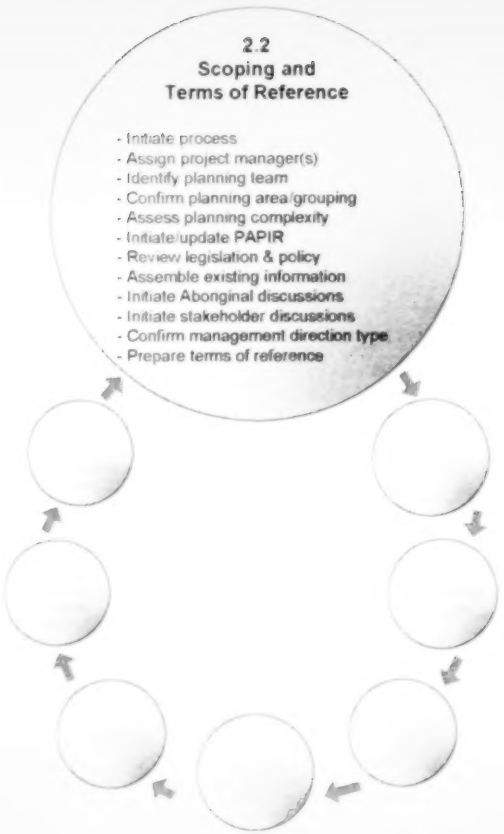
Key Planning Steps and Application:

Table 2.1 – Scoping and Terms of Reference
Table 2.3 – Background Information
Table 2.5 – Management Proposals
Table 2.6 – Preliminary Management Direction
Table 2.7 – Approved Management Direction

- Certain PPCRA requirements (e.g., ecological integrity) must be considered throughout the planning process.
- Ongoing involvement of Aboriginal communities, public and stakeholders which may occur throughout the planning process (in addition to the discrete steps identified).
- Approvals, involving internal reviews and varying approval levels, are required throughout the planning process (in addition to the discrete steps identified).

While most of the key planning steps and application listed in the tables are the same regardless of planning complexity, the effort and products required to complete a particular step generally increases as complexity increases. The tables summarize the steps for consideration. The tables indicate supporting tools and guidelines linked to key planning steps.

2.2 Scoping and Terms of Reference



The scoping step in a planning project has multiple elements. This stage includes project scoping, early Aboriginal, public and stakeholder involvement, assemble planning information file and updating the information repository (PAPIR), a decision on the type of management direction, and preparation and approval of the terms of reference. Defining the scope and managing the planning project influences the project's overall success. Each planning project requires staff to engage participants through a careful balance of methodologies, processes, data sources and analysis, tools and other inputs provide that the effort expended on planning is suited to the project's size, complexity, and importance. Refer to Table 2.1 for key planning steps and applications associated with this planning stage.

2.2.1 Project Scoping

Project scoping for each planning project describes boundaries or limits by defining what the project will and will not deliver (i.e., what is "in scope" or "out of scope"). Deliverables are tangible, verifiable outcomes that signify achievement of objectives. Scoping indicates specific boundaries for a planning area, describes protected area values, planning team membership and lead, an initial assessment of pressures and planning topics, timelines, costs, and other "must have" requirements that provide a framework for the planning project.

When determining scope, only 'major' issues relevant to the protected area need to be identified. It may also be appropriate to identify specific 'key' issues or proposals that will not be addressed during the management planning process. It is not necessary to provide a comprehensive list of what is in scope or out of scope. Project scoping begins several months in advance of the actual approved planning project terms of reference.

Early Aboriginal involvement occurs during the scoping phase of planning so the planning team and community can build a foundation for trust and communication during the rest of the planning process and determine the best options for involvement. Requirements include:

- Identify all Aboriginal communities with interests in the protected area (e.g., those with potentially affected or adjacent traditional territory).
- Review Ministry records of claims and involvement submitted by this community.
- Invite each community to participate, in the manner the community is accustomed to (in person, with someone who is a member of that community).
- Determine interests, uses and overall values each community has in the planning area.
- Discuss how information will be gathered and shared, and analyzed.
- Discuss how, where and why information and comments will be incorporated (or not).
- Document all communications (or attempted communications) that occur between the Ministry and Aboriginal communities.

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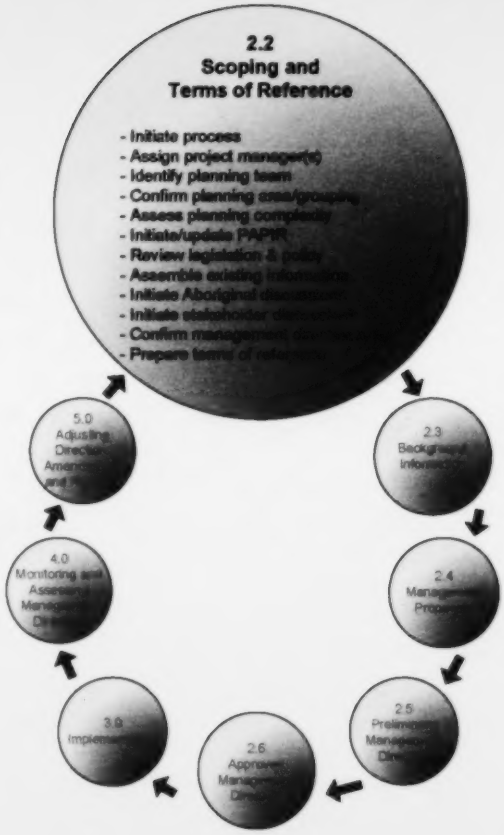

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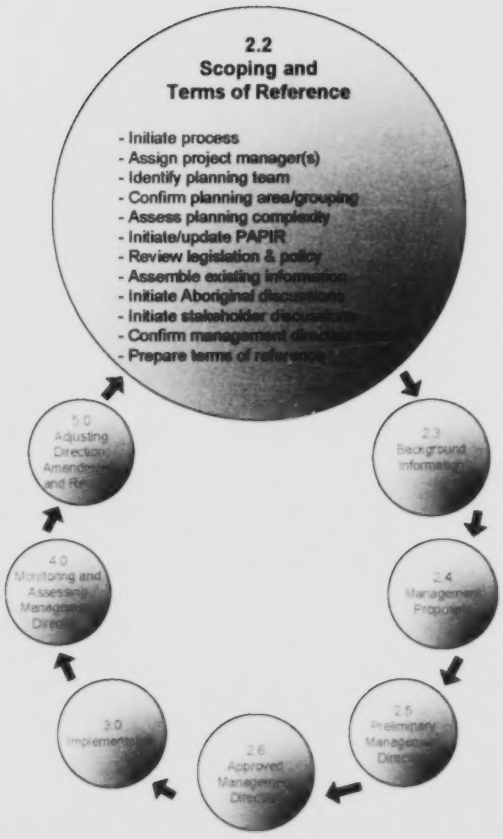

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- Review Ministry records of claims and involvement submitted by this community.
- Invite each community to participate, in the manner the community is accustomed to (in person, with someone who is a member of that community).
- Determine interests, uses and overall values each community has in the planning area.
- Discuss how information will be gathered and shared, and analyzed.
- Discuss how, where and why information and comments will be incorporated (or not).
- Document all communications (or attempted communications) that occur between the Ministry and Aboriginal communities.

Early engagement with public and stakeholders occurs during the scoping phase of planning to determine the timelines, resources and strategies necessary so that all interested parties can participate provide information and view towards decision making in protected area planning. Requirements include:

- Review records of involvement and consultations that have occurred in relation to or adjacent to this protected area in the past.
- Assess the need for early discussions with stakeholders to identify priorities and timelines for involvement strategies (necessary in complex projects).
- Document discussions held with members of the public and stakeholders.

Table 2.1 Scoping and Terms of Reference - Summary of Key Planning Steps and Application

Legend: ✓= encouraged O = optional blank = not applicable

Key Planning Steps	Planning Complexity			Supporting Tools and Guidelines
	Management Statement (non-complex)	Management Plan (moderately complex)	Management Plan (very complex)	
Scoping and Terms of Reference				
1. Initiate process based on direction (e.g., five-year protected area planning schedule).	✓	✓	✓	- Five-year Protected Area Planning Schedule Guideline
2. Assign project manager(s).	✓	✓	✓	-Guideline for Developing the Terms of Reference Document
3. Identify planning team and assign roles (initial).	✓	✓	✓	-Guideline for Developing the Terms of Reference Document
4. Confirm the planning area (and grouping, if applicable).	✓	✓	✓	-Guideline for Developing the Terms of Reference Document
5. Assess planning complexity and make an initial determination of the type of management direction.	✓	✓	✓	-Table 2.2
6. Initiate/update PAPIR.	✓	✓	✓	- Guide to Collecting and Using Planning Information
7. Review current legislation and applicable policy.	✓	✓	✓	- Legislation (e.g., PPCRA and ESA) - Policy (e.g., (e.g., land use direction, protected areas policy, and existing management direction)
8. Start to assemble existing information (e.g., preliminary values and pressures mapping, inventories, current issues, social and economic data, etc.), identify gaps, identify critical information needs, and identify issues.	✓	✓	✓	- Guide to Collecting and Using Planning Information
9. Initiate discussions with Aboriginal communities.	✓	✓	✓	- Aboriginal Involvement Guideline
10. Initiate discussions with stakeholders.	O	✓	✓	- Public and Stakeholder Involvement Guideline
11. Confirm planning complexity and type of management direction.	✓	✓	✓	- Table 2.2
12. Prepare terms of reference (including intent to coordinate processes).	✓	✓	✓	- Guideline for Developing the Terms of Reference Document - Coordinating Processes Guideline
13. Obtain required approvals of the terms of reference.	✓	✓	✓	- Protected Areas Directives
(Refer to Table 2.3 to continue the key planning steps and application)				

2.2.2 Type of Management Direction

The *Provincial Parks and Conservation Reserves Act* defines two types of management direction:

> A **management statement** is a document approved by the Minister that provides a policy and resource management framework that addresses a limited number of non-complex issues or proposals or both for limited capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them.
>
> A **management plan** is a document approved by the Minister that provides a policy and resource management framework that addresses substantial and complex issues or proposals or both for substantial capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them.

Table 2.2 provides guidance to determine which type of management direction is best suited for a project. Practical considerations that may also influence which type of management direction is most appropriate include:

- *Planning scale:* if it will be a stand-alone process for one protected area, or a grouped process for more than one protected area.
- *Maturity:* if it is a new management direction.
- *Amendment:* if update(s) or amendment(s) to an existing management direction is/are needed.
- *Revision:* if a substantial revision to an existing management direction arises from an examination.
- *Coordination:* if Crown land use amendments, implementation planning or Class EA-PPCR evaluations are being coordinated with the preparation of the management direction.

Minimum involvement requirements from PPCRA are associated with each planning stream:

- Non-complex (one involvement opportunity) – management statement.
- Moderately complex (two involvement opportunities) – moderately complex management plan.
- Very complex (three involvement opportunities) – very complex management plan.

Following the above guidance and practical considerations, a project will be managed within one of three possible streams to prepare the management direction (Figure 2.2).

There are no hard and fast rules to determine which type of management direction or stream is the most suitable for a proposed planning project. The "very complex" stream would be used when it is deemed appropriate to consult on management proposals through a separate management proposals document. The minimum requirements for external involvement in the processes (see sidebar) may be enhanced to meet the needs of the particular planning project.

2.2.3 Terms of Reference

Terms of reference are prepared as a summary product in the final steps of project scoping to guide the planning team and the responsible manager to deliver a planning project. The terms of reference reflect:

- The outcome of early Aboriginal, public and stakeholder involvement.
- The use of the information repository (PAPIR).
- The recommendation on the type of management direction.

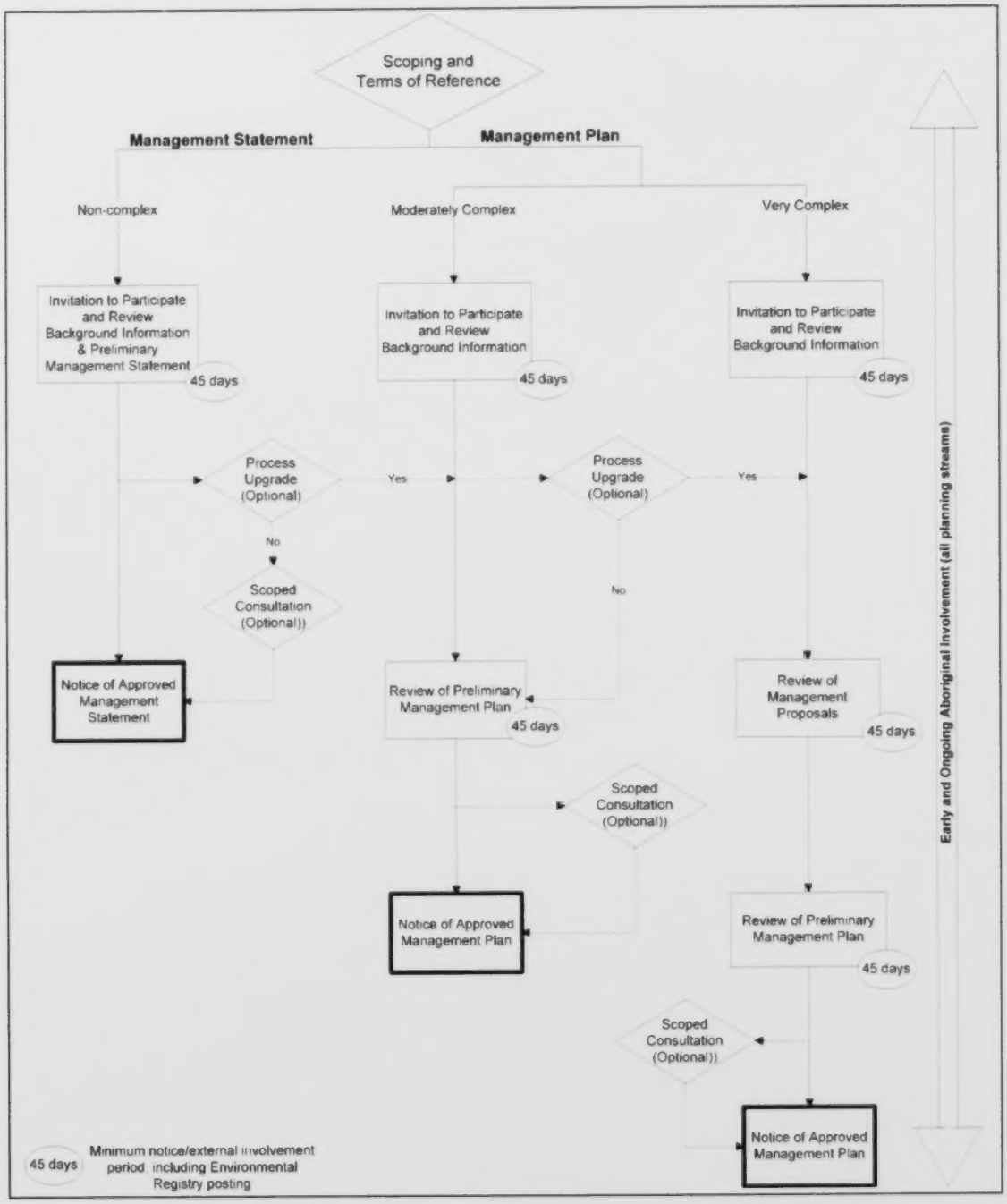
Terms of reference will be prepared for all projects to develop management statements or plans, and formally approved. Terms of reference for management statements may be less detailed than for management plans.

Table 2.2 Considerations for Determining the Type of Management Direction

Management Statement *(non-complex)*	***Management Plan*** *(moderately complex and very complex)*
1. Limited Resource Management ▪ *Low potential negative impact on sensitive earth science, life science or cultural values.* ▪ *Low human or natural pressures.* ▪ *Low need for active management of natural or cultural values.* ▪ *Status quo or custodial management. Formalize or manage existing use for environmental protection.*	**1. Substantial Resource Management** ▪ *Moderate to high potential negative impact on sensitive earth science, life science or cultural values.* ▪ *Moderate to high human or natural pressures.* ▪ *Moderate to high need for active management of natural or cultural values.* ▪ *Exceeding status quo or custodial management.*
2. Limited Number of Non-complex Issues or Proposals ▪ *New decisions, if required, are few and non-complex.* ▪ *Low potential impact on adjacent landowners.* ▪ *Low Aboriginal, public and /or stakeholder interest.* ▪ *Low need for adaptive management.* ▪ *Non-complex zoning schemes.*	**2. Substantial and Complex Issues or Proposals** ▪ *New decisions are required to deal with complex issues/proposals.* ▪ *Moderate to high potential impact on adjacent landowners.* ▪ *Moderate to high Aboriginal, public and /or stakeholder interest (significant - local to provincial).* ▪ *Moderate to high need for adaptive management.* ▪ *Moderate to high need for complex zoning schemes.*
3. Limited New Capital Infrastructure ▪ *Minor change in existing infrastructure footprint.* ▪ *Maintain existing infrastructure and/or formalize existing road(s) to manage uses, but no new roads. Minimum essential new infrastructure to support existing use and management (e.g., parking, privies).* ▪ *Routine maintenance; limited change in capacity or design standard, except for safety.* ▪ *New infrastructure with less than 800m^2 footprint (excludes linear developments).*	**3. Substantial New Capital Infrastructure** ▪ *Major change in existing infrastructure footprint.* ▪ *New infrastructure beyond minimal essential infrastructure.* ▪ *Proposed infrastructure will substantially increase capacity.* ▪ *New infrastructure with greater than 800m^2 footprint (includes linear developments).*

During scoping, project planners do not have to meet all known or discovered attributes listed in the table in order to determine the appropriate type of management direction.

Figure 2.2 Planning Processes, Level of Complexity and External Involvement



Intended for planning team guidance only, there is no requirement to publish or externally consult on the terms of reference.

Terms of reference will include the following standard information:

- Planning area (scale, including any grouping of protected areas).
- Planning team.
- Type of management direction.
- Planning context.
- Planning topics (including any risks identified through early involvement).
- Coordination with other planning initiatives.
- Planning schedule and deliverables (including Aboriginal, public and stakeholder involvement).
- Project resources and costs.

Planning proceeds following approved terms of reference. Figure 2.2 shows that the planning stages will vary for a given planning project depending on the type of management direction, complexity and Aboriginal, public and stakeholder involvement on products.

When preparing the terms of reference, determine the timelines, resources required and involvement strategies that will be used to best reach Aboriginal communities, the public and stakeholders interested in the planning project. Include the minimum involvement requirements (see box below) at appropriate stages throughout the planning process (see Figure 2.2).

Aboriginal Involvement

Work with each Aboriginal community during preparation of the terms of reference and decide what involvement activities to include and when they will occur. Minimum requirements include:

- Proceeding with involvement activities as previously agreed and documented in the terms of reference.
- Ensuring communities receive a copy of any published documents.

A community may choose not to participate in planning or not to respond to requests to discuss the planning project. In this situation, the planning team should consult with the MNR District liaison staff to find suitable means to keep community leaders informed about the timelines and milestones of the planning process.

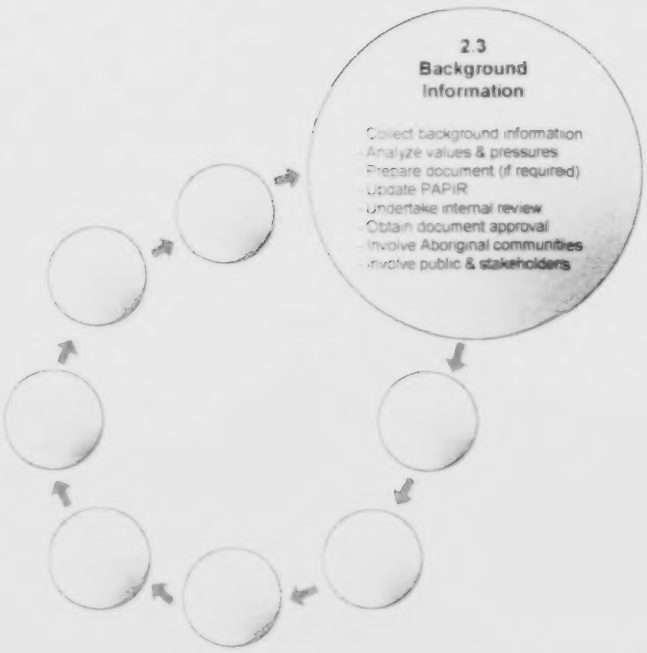
Public and Stakeholder Involvement

Minimum involvement requirements throughout the planning process include:

- Uploading published planning documents onto MNR website.
- Providing notification (e.g., mailed or e-mailed notices) of released documents to those on the planning project contact list.
- Posting Environmental Registry policy proposal notice with an invitation to comment (45 days minimum).
- Placing on-site notices (where appropriate).
- Scheduling in-person opportunity for discussion and to share comments (optional for non-complex and moderately complex; normally required for very complex processes).

2.3 Background Information

The compilation of background information is a key component of planning. It provides the basis for the analysis of values and pressures, which informs the setting of site-specific objectives, zoning (where applied) and management actions later in the planning process. It will also be useful when evaluating the implementation and overall effectiveness of management direction (Chapter 4) and when considering amendments or the 10-year examination of management direction (Chapter 5).



In general, information collection about the protected area occurs on an ongoing basis, before, during and after the formal planning project. Compiled information is stored as part of the information repository (PAPIR) and used, as required, during the planning process. The background information step involves several activities, including:

- Acquiring information (vintage or new), that has not yet been obtained.
- Drawing key information out of PAPIR and consolidating the information as required.
- Undertaking analyses of information to support later planning stages.
- Making the consolidated information and analyses available to planning participants.

In general, projects with greater complexity require more thorough background information to support decisions and therefore management statements would require less information and analyses than management plans. Recognize that not all information may be available for the file or document. In such cases, note any gaps in information. Refer to Table 2.3 for key planning steps and applications associated with this planning stage.

2.3.1 Management Statement Background Information File

A background information file supports the preparation of a management statement. The type of information listed in Table 2.4 should be considered for inclusion in the file, and be available with the preliminary management statement through Aboriginal, public and stakeholder involvement. However, planning teams may share the information with planning participants at any time, especially as a means to identify and fill gaps in information.

2.3.2 Management Plan Background Information File or Document

A thorough review of background information is the initial step in the planning process to prepare a management plan (Figure 2.2). The background information file is normally sufficient to support moderately complex management planning projects. However, the option exists to prepare a document, especially if advancing management proposals at this time.

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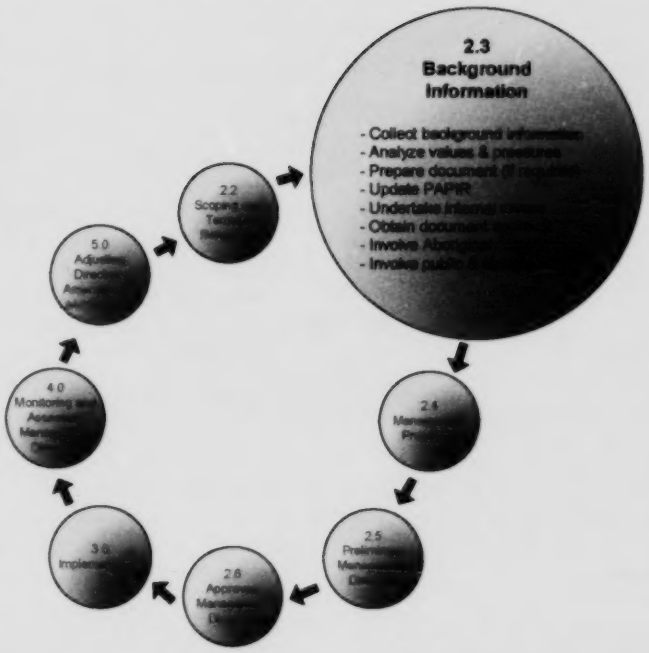

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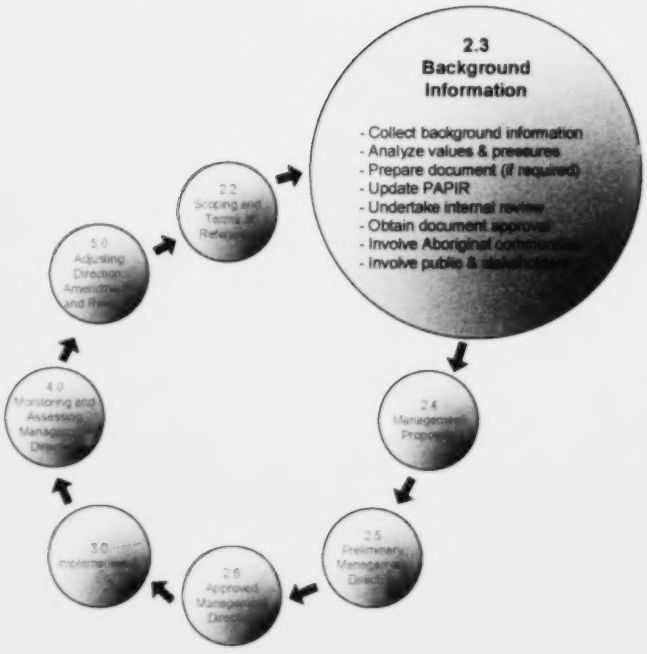

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Table 2.3 Background Information - Summary of Key Planning Steps and Application

Legend: ✓= encouraged O = optional blank = not applicable

Key Planning Steps (Continued from Table 2.1)	**Planning Complexity**			**Supporting Tools and Guidelines**
	Management Statement (non-complex)	**Management Plan** (moderately complex)	**Management Plan** (very complex)	
Background Information				
14. Collect necessary information, assemble/complete background information file.	✓	✓	✓	- Guide to Collecting and Using Planning Information
15. Complete values and pressures mapping and analysis.	✓	✓	✓	- Guide to Collecting and Using Planning Information - Determining Planning and Management Priorities in Context of Ecological Integrity: A Practical Approach for Planning Teams
16. Prepare background information document (to be published).		O	✓	- Guide to Collecting and Using Planning Information
17. Update PAPIR as required.	✓	✓	✓	- Protected Areas Planning Information Repository Guideline
18. Complete internal review of background information appropriate for the specific planning process.	✓	✓	✓	
19. Obtain approval of the background information document. Place approved document on MNR website.			✓	
20. Aboriginal review of background information.	✓	✓*	✓	- Aboriginal Involvement Guideline
21. Public review of background information.	At Step 42	✓*	✓	- Public and Stakeholder Involvement Guideline
(Refer to Table 2.5 to continue the key planning steps and application)				

* This review will occur at steps 35 and 36 (Table 2.5) if proposals are presented in step 16.

A background information document is required for Aboriginal, public and stakeholder involvement in a very complex management planning project. The information may be released with an invitation to participate in planning. However, there is an option to release the background information in the second involvement event in conjunction with the management proposals document.

Table 2.4 outlines the type of information considered for a background information file or document, which would include information about the following topics:

- Context and Planning Area (Include a description of the history of planning for the area(s) within the planning project, including where management direction was previously prepared for a protected area (e.g., a 10-year old plan). In such cases, this could include):
  - An assessment of implementation of past management direction.
  - An analysis of the overall effectiveness in achieving previously set protected area objectives and policies.
  - Efforts in adaptive management.
- Natural Heritage Values and Processes.
- Cultural Heritage Values (Includes Aboriginal Site Values).
- Recreational and/or Land Use Values.
- Social and Economic Benefits.
- Protected Area Pressures.
- Summary (Include a synopsis of ecological integrity, current uses and planning challenges).
- Management Proposals (Optional, in association with a moderately complex plan).

Refer to Chapter 4 for more discussion about monitoring and assessment.

- Information Sources (A brief description of available information sources, including their currency and adequacy to support planning)

Table 2.4 Types of Background Information to be Considered

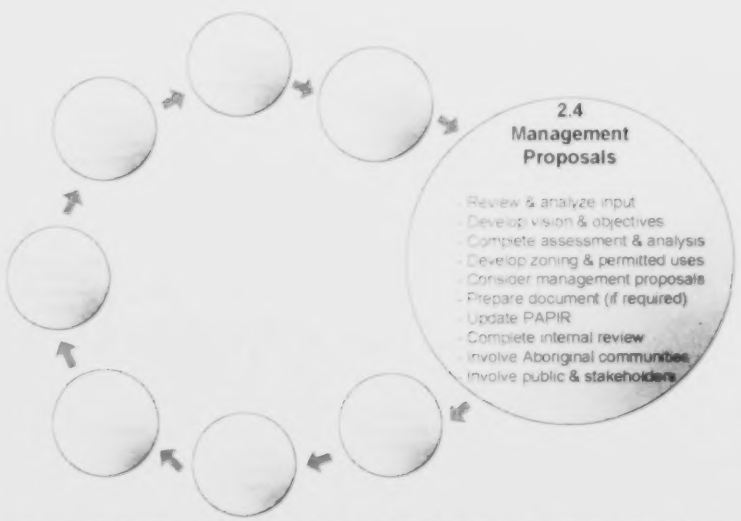
Category	Type of Information
Natural Heritage Values	Protected Area Overview Map
	Identification of Earth and Life Science Values
	Description of Natural Processes Affecting Protected Area Values
Cultural Heritage Values	Description of Aboriginal Site Values Information (specific site information is not to be shared without Aboriginal community consent)
	Description of Historical Values
Recreational/Land Use Values	Recreational Land Use Values Map
	Description of Ecologically Sustainable Recreational Land Use Values
Social and Economic Benefits	Description of Direct-use, Indirect-use, and Non-use Values
	Socio and Economic Documentation
Protected Area Pressures	Pressures on Values Mapping Analysis Outputs
Protected Area Policy	Protected Area Zoning Map (if already exists)
	Past Management Direction (if already exists)
	Documentation of Planning History

As a result of Aboriginal, public and stakeholder involvement during this initial stage, the planning of moderately complex situations may be found to be more complex. Accordingly, it may be appropriate to upgrade to a very complex process, as illustrated in Figure 2.2. Alternatively, optional scoped involvement following the release of the preliminary management direction may be considered.

2.4 Management Proposals

A planning team may consider management proposals in any planning project. This often includes proposing alternative approaches to manage protected area resources, infrastructure and operations and thus to get feedback on alternatives.

There is no formal review of management proposals in non-complex planning projects for management statements. As such, a planning team may discuss management proposals with any preferred options presented in the preliminary management statement.



In moderately complex planning situations, there may be only a few substantial issues or proposals. In such cases, this analysis can occur as part of a background information document, where the planning

- Information Sources (A brief description of available information sources, including their currency and adequacy to support planning).

Table 2.4 Types of Background Information to be Considered

Category	Type of Information
Natural Heritage Values	Protected Area Overview Map
	Identification of Earth and Life Science Values
	Description of Natural Processes Affecting Protected Area Values
Cultural Heritage Values	Description of Aboriginal Site Values Information (specific site information is not to be shared without Aboriginal community consent)
	Description of Historical Values
Recreational/Land Use Values	Recreational/Land Use Values Map
	Description of Ecologically Sustainable Recreational/Land Use Values
Social and Economic Benefits	Description of Direct-use, Indirect-use, and Non-use Values
	Socio and Economic Documentation
Protected Area Pressures	Pressures on Values Mapping Analysis Outputs
Protected Area Policy	Protected Area Zoning Map (if already exists)
	Past Management Direction (if already exists)
	Documentation of Planning History

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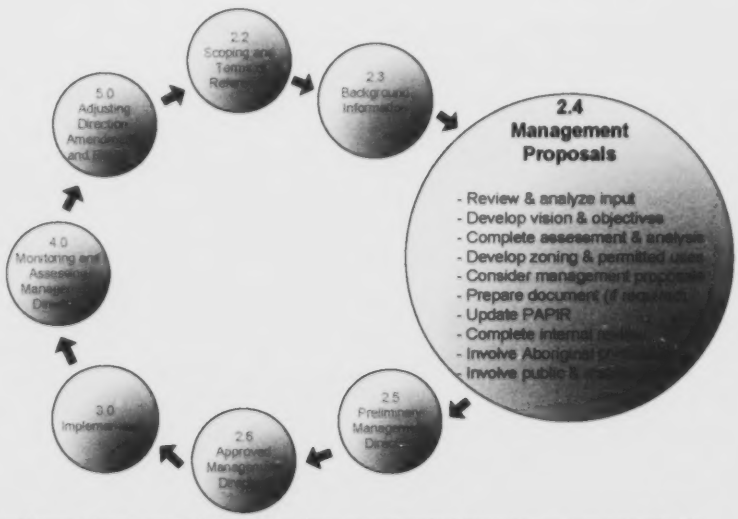

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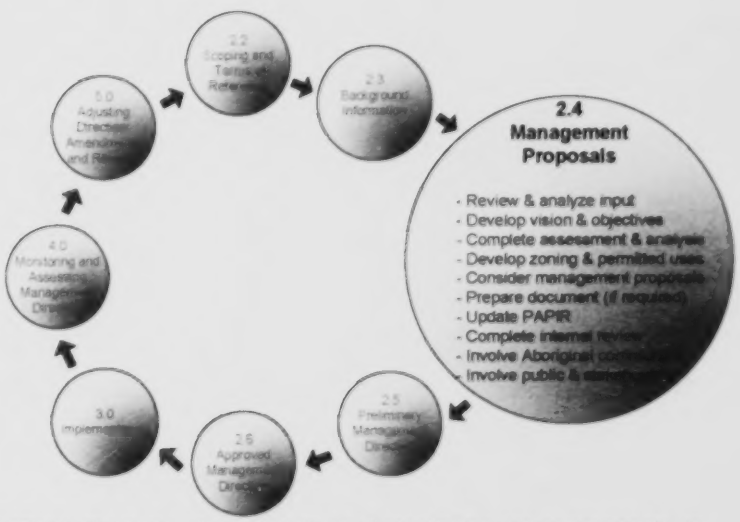


In moderately complex planning situations, there may be only a few substantial issues or proposals. In such cases, this analysis can occur as part of a background information document, where the planning

team puts forward proposals. In very complex planning projects, the production of a separate management proposals document would occur as an intermediary step before Aboriginal, public and stakeholder involvement on the preliminary management plan.

Refer to Table 2.5 for key planning steps and applications associated with this planning stage.

Table 2.5 Management Proposals - Summary of Key Planning Steps and Application

Legend: ✓= encouraged **O** = optional blank = not applicable

Key Planning Steps (Continued from Table 2.3)	**Planning Complexity**			**Supporting Tools and Guidelines**
	Management Statement (non-complex)	**Management Plan** (moderately complex)	**Management Plan** (very complex)	
Management Proposals				
22. Summarize/review results of involvement, consider as appropriate (e.g., update PAPIR).		✓	✓	- Protected Areas Planning Information Repository Guideline
23. Complete required analysis to support development of management proposals.	✓	✓	✓	- Management Proposals Guideline
24. Develop vision statement (initial).	✓	✓	✓	- Determining Planning and Management Priorities in the Context of Ecological Integrity: A Practical Approach for Planning Teams
25. Develop objectives statements and actions (initial).	✓	✓	✓	- Determining Planning and Management Priorities in the Context of Ecological Integrity: A Practical Approach for Planning Teams
26. Complete values and pressures risk assessment.	✓	✓	✓	- Management Proposals Guideline
27. Complete social and economic analysis.	✓	✓	✓	- Management Proposals Guideline
28. Develop proposed zoning/permitted uses (optional for conservation reserves) and apply compatibility test as appropriate.	✓	✓	✓	- Protected Areas Zoning Guideline - Protected Area Compatibility Test
29. Confirm objective statements and actions.	✓	✓	✓	- Determining Planning and Management Priorities in the Context of Ecological Integrity: A Practical Approach for Planning Teams
30. Consider management proposals.	✓	✓	✓	- Management Proposals Guideline
31. Prepare management proposals document.		*	✓	- Management Proposals Guideline
32. Update PAPIR as required.	✓	✓	✓	- Protected Areas Planning Information Repository Guideline
33. Complete internal review of management proposals document appropriate for the specific planning process.			✓	
34. Obtain approval of the management proposals document. Place approved document on MNR website.			✓	
35. Aboriginal review of management proposals.	✓	✓	✓	- Aboriginal Involvement Guideline
36. Public review of management proposals.		✓	✓	- Public and Stakeholder Involvement Guideline
(Refer to Table 2.6 to continue the key planning steps and application)				

* To be addressed in a background information document per step 16 (Table 2.3).

Experience shows that there may be substantial feedback in a planning project after the release of background information. Such response may lead to more information on use and management. As a result, proposals may begin to emerge as the planning team gains a greater appreciation of the protected

area and others' perspectives.

In developing management proposals, the planning team does not begin with a blank slate. As a result of strategic and Crown land use planning, matters such as protected area designation (i.e., provincial park or conservation reserve) or provincial park classification are often pre-determined. In some cases, protected area designation or park classification may be re-evaluated based on new information. There may be different approaches when zoning is being considered for a protected area to get specific feedback through Aboriginal, public and stakeholder involvement on different ways to deal with resource management, development and operations (e.g., management of access, species at risk, etc.).

Management proposals must be framed within the legislation and governing policies for a conservation reserve and provincial park. Information from resource inventories and issues associated with the protected area all provide information that may lead to viable proposals. Management proposals are developed in order to accomplish the following:

- Identify and provide different approaches to protection or management for a protected area's natural or cultural values.
- Delineate zones that require management that is different from that of adjacent zones - see zoning section in this manual (Section 2.4.1).
- Demonstrate variations in balancing a protected area's objectives relative to the provincial protected areas system objectives.

Management proposals, in this context, refers only to the management options that will be brought forward for further consideration during the planning process.

The identification of a preferred management proposal may be possible and appropriate though it is not mandatory. It may be desirable not to present a preferred alternative and instead wait for input to inform a recommended approach. This consideration may be more crucial in very complex planning projects. The final involvement opportunity in a planning project, the release of a preliminary management plan, is the Ministry's statement of preferred management proposals.

2.4.1 Zoning

Zoning is a tool used to describe specific geographies, policies and management priorities within a protected area. It can provide a standard approach to support management objectives and actions, based on a variety of values, to address existing or expected patterns of access and use.

Zoning is particularly useful where managers face a number of discrete values to protect and/or extensive public use. A number of values and uses with common management needs are nested under one zone with common management direction. Managers can readily evaluate potential impacts on the area's values.

In addition to being a planning tool, zoning provides visitors and users with a quick visual appreciation and policy direction on how to manage a particular protected area. Zoning can help encourage the public's understanding and appreciation of each protected area's contribution.

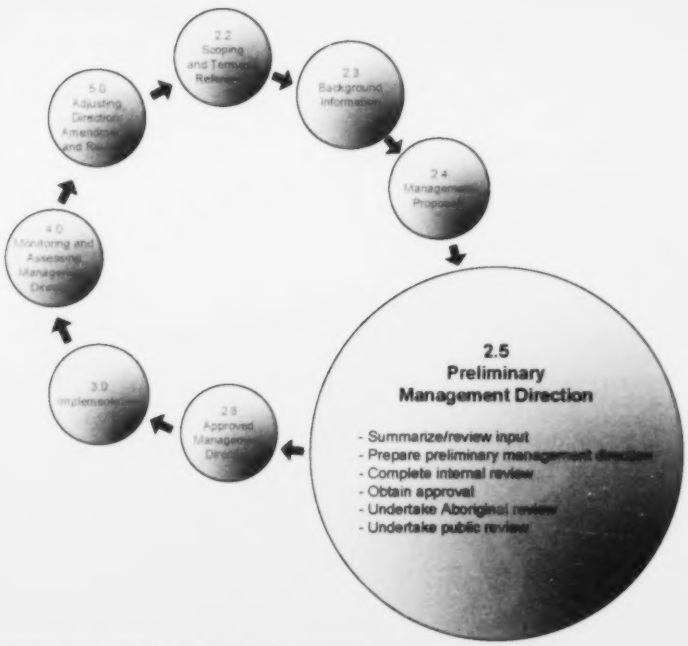
The PPCRA provides for the creation of zones within provincial parks and conservation reserves as part of the development of management direction. Historically in Ontario, zoning has been a requirement for provincial parks for several decades. The *Ontario Provincial Parks Planning and Management Policies* (MNR 1992) presents zoning applications. Under the direction of these policies, zoning is required for provincial parks.

Zoning has also been applied in management direction for some conservation reserves to address very specific management needs. However, a formal Ministry system had not previously been adopted. The PPCRA enables the application of the idea to zone conservation reserves, however, it is not a mandatory requirement. Non-complex management statements and moderately complex management plans for conservation reserves may use zoning, as appropriate for the circumstance, while very complex management plans should consider using zoning to address substantial or complex issues or proposals.

In any planning project that uses zoning, care should be taken that the appropriate objectives and management focus are addressed through the designation of zones. This will provide staff and the public with both a measure of the recognition for the zone, its policies, and any associated values within the area.

2.5 Preliminary Management Direction

This section describes the content and documentation requirements for preliminary management statements and plans (Figure 2.2). This is the important stage in planning when the Ministry's program for protecting and managing the key protected area values and addressing pressures are presented in the context of site level objectives, actions and monitoring. Refer to Table 2.6 for key planning steps and applications associated with this planning stage.



In general, preliminary management direction includes:

a) A description of the protected area's designation as a provincial park or conservation reserve, and its role and significance in the context of the provincial protected areas system (e.g., addressing relevant PPCRA objectives).
b) A statement of policy, including zoning (optional for conservation reserves), and addressing the protection, planning, development and management of the significant resources and values.
c) An explanation of how planning and management activities contribute to the protected area's purpose, vision and objectives, achievement of ecological integrity, environmental protection and sustainability, and how decisions are responsive to Aboriginal, public or stakeholder interests.
d) An explanation of how planning and management activities contribute to the protected area's purpose, vision and objectives. This includes consideration of how MNR decisions are responsive to Aboriginal, public or stakeholder interests.
e) A rationale and priorities for resource management, capital development and operations activities that are evaluated through the Class EA-PPCR.
f) A summary of internal and external involvement and how issues were addressed through the planning process.
g) A basis for monitoring and assessing the resource management, development and operations activities.

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d) An explanation of how planning and management activities contribute to the protected area's purpose, vision and objectives. This includes consideration of how MNR decisions are responsive to Aboriginal, public or stakeholder interests.
e) A rationale and priorities for resource management, capital development and operations activities that are evaluated through the Class EA-PPCR.
f) A summary of internal and external involvement and how issues were addressed through the planning process.
g) A basis for monitoring and assessing the resource management, development and operations activities.

Table 2.6 Preliminary Management Direction - Summary of Key Planning Steps and Application

Legend: ✓= encouraged **O** = optional blank = not applicable

Key Planning Steps (Continued from Table 2.5)	**Planning Complexity**			**Supporting Tools and Guidelines**
	Management Statement (non-complex)	**Management Plan** (moderately complex)	**Management Plan** (very complex)	
Preliminary Management Direction				
37. Summarize/review results of involvement, consider as appropriate (e.g., update PAPIR).			✓	- Guide to Collecting and Using Planning Information
38. Prepare preliminary management direction document.	✓	✓	✓	- Preliminary Management Plan or Preliminary Management Statement Template - Determining Planning and Management Priorities in Context of Ecological Integrity, A Practical Approach for Planning Teams - Coordinating Processes Guideline
39. Complete internal review of preliminary management direction document appropriate for the specific planning process.	✓	✓	✓	
40. Obtain approval of the preliminary management direction document. Place approved document on MNR website.	✓	✓	✓	
41. Aboriginal review of preliminary management direction.	✓	✓	✓	- Aboriginal Involvement Guideline
42. Public review of preliminary management direction.	✓	✓	✓	- Public and Stakeholder Involvement Guideline
(Refer to Table 2.7 to continue the key planning steps and application)				

2.5.1 Preliminary Management Statement

Management statements are prepared for protected areas with limited complexity (Table 2.2). In such cases, the background information file and preliminary management statement are brought out together in one opportunity for involvement (Figure 2.2). These products are the subject of the invitation to participate.

A preliminary management statement contains the Ministry's preferred policies and direction for the management of the protected area(s) and implementation priorities. The statement sets direction and enables projects that may require further evaluation through the application of the Class EA-PPCR (Section 3.3).

The preliminary management statement policies and actions are presented for the following areas:

- Introduction (name, location, classification, etc.).
- Protected areas legislation and objectives.
- Protected area values and pressures.
- Purpose, vision and objectives for the protected area.

A protected area compatibility test for conservation reserves and provincial parks will be considered during planning to examine the appropriateness of uses. Proposed activities need to be considered to determine their potential impact relative to a protected area's vision and objectives, and conformity to existing policy and management direction, including consideration of ecological integrity.

Potential impact on the protected area values is based on five selection criteria (e.g., significance and sensitivity of the value to human use), impact on current uses, costs, supply of alternative opportunities, impact on accessibility and any impact on local social or economic conditions.

- Zoning (as appropriate).
- Permitted uses and compatibility test (see sidebar).
- Resource management activities.
- Development and operations activities.
- Implementation priorities.
- Monitoring activities.

After involvement for this stage ends (as described in the terms of reference), involvement for the planning project is normally complete. However, in some cases new proposals, issues or the need to resolve concerns may have arisen. It may be appropriate to undertake further optional scoped involvement as illustrated in Figure 2.2. This may occur by upgrading the process to a moderately complex management plan, or alternatively, by undertaking further involvement to enhance input on the preliminary management statement. The further involvement may involve all known planning participants or it may be scoped to those that are known to have a particular interest in, or be affected by an aspect of the preliminary management statement. The responsible manager will make this determination. All input is considered and relevant comments can be incorporated into the revised management statement.

2.5.2 Preliminary Management Plan

This section describes the planning processes to develop a preliminary management plan. It refers to the content and documentation requirements, and the Aboriginal, public and stakeholder involvement requirements.

Preparing the direction in the preliminary management plan considers the comments from previous Aboriginal, public and stakeholder involvement, from the background information and management proposals as applicable.

The process consists of a minimum of two opportunities for involvement for a moderately complex plan and three opportunities for involvement for a very complex planning process (Figure 2.2).

The preliminary management plan contains all policies and direction for the management of a protected area(s). In addition, it outlines implementation priorities for the plan's elements and summarizes any involvement that has occurred. The plan sets direction and enables projects that may require further evaluation through the application of the Class EA-PPCR (see sidebar). In all cases, the preliminary management plan will stand as the Ministry's preferred policy for the protected area. The document will be made available for Aboriginal, public, and stakeholder review.

Coordination of Processes:

Consideration should be given to whether Class EA-PPCR evaluations or Crown land use amendments will be coordinated with the protected area management planning process. Chapter 3 describes aspects of coordination.

The preliminary management plan contains the protected area's policies and actions under each of the following areas:

- Introduction (name, location, classification, etc.).
- Protected areas legislation and objectives.
- Protected area values and pressures.
- Purpose, vision and objectives for the protected area.
- Zoning (as appropriate).
- Permitted uses and compatibility test (see sidebar in Section 2.5.1).
- Resource management activities.
- Operations activities.
- Development activities.
- Implementation priorities.
- Monitoring activities.

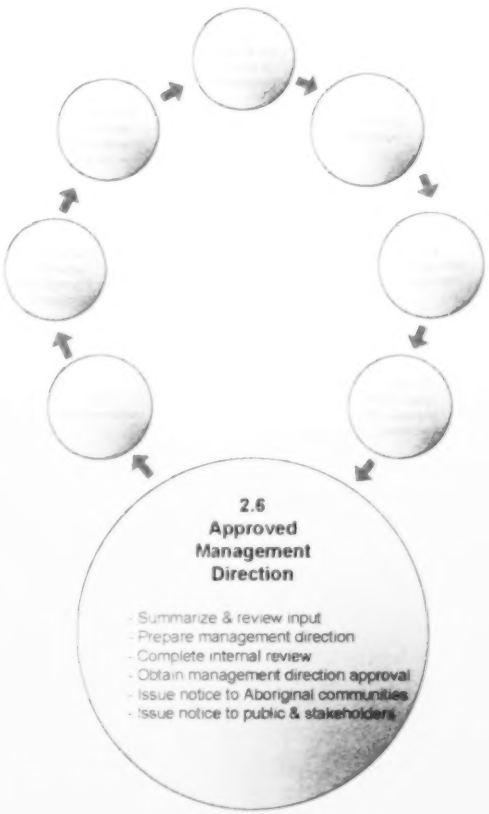
After the review period closes, Aboriginal, public and stakeholder involvement for the planning project is normally complete. However, in some cases new proposals, issues or resolution of concerns may have arisen. It may be appropriate to undertake further optional involvement. The further involvement may involve all known planning participants or be scoped to those who are known to have a particular interest in, or be affected by a proposed change. The responsible manager will make this determination.

All input is considered and relevant comments incorporated into the revised management plan.

2.6 Approved Management Direction

Following Aboriginal, public and stakeholder involvement on the preliminary management statement or plan, the document undergoes revision to create the approved management direction:

- Consider comments from Aboriginal, public and stakeholder response to the preliminary management statement or plan and incorporate changes on a case-by-case basis as appropriate.
- Make wording changes to identify this document as the revised management statement or plan.
- Provide or update the summary of Aboriginal, public and stakeholder involvement section.
- Address significant issues considered in the preliminary management statement or plan.



Refer to Table 2.7 for key planning steps and applications associated with this planning stage.

The content and structure of the revised management statement or plan are essentially the same as the respective preliminary management statement or plan, covered in the preceding sections. Revisions are made as above and the document is recommended for approval. Upon approval of a management statement or plan, the planning team updates the information repository (PAPIR) to include the:

- Approved management direction.
- Summary of Aboriginal, public and stakeholder involvement.
- Environmental Registry policy decision notice and supporting files.
- *Statement of Environmental Values* consideration.

The approved document is then produced and notice of approval is issued.

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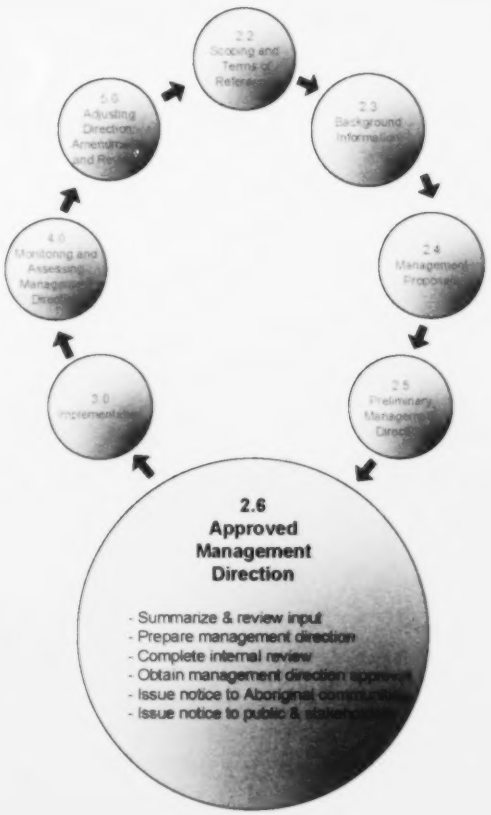

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Table 2.7 Approved Management Direction - Summary of Key Planning Steps and Application

Legend: ✓= encouraged **O** = optional blank = not applicable

Key Planning Steps (Continued from Table 2.6)	**Planning Complexity**			**Supporting Tools and Guidelines**
	Management Statement (non-complex)	**Management Plan** (moderately complex)	**Management Plan** (very complex)	
Approved Management Direction				
43. Summarize/review results of involvement activities and consider as appropriate (e.g., update PAPIR).	✓	✓	✓	- Guide to Collecting and Using Planning Information
44. Prepare management direction for approval.	✓	✓	✓	- Preliminary Management Plan or Preliminary Management Statement Template
45. Complete internal review of the management direction document appropriate for the specific planning process.	✓	✓	✓	
46. Obtain approval of the management direction document. Place approved document on MNR website.	✓	✓	✓	
47. Issue notice of management direction approval to Aboriginal communities.	✓	✓	✓	- Aboriginal Involvement Guideline
48. Issue notice of management direction approval to public and stakeholders. Post Environmental Registry policy decision notice.	✓	✓	✓	- Public and Stakeholder Involvement Guideline

3.0 IMPLEMENTATION

Upon completion and approval of the management direction, the important task of implementing that direction begins. Three components need consideration, as follows:

- *Post-release of the management direction*: This includes communicating the status of the document; defining roles, responsibilities and timelines; updating databases; using the information for annual work planning (budgeting); etc.
- *Application of adaptive management approach*: This involves continual improvement of management policies and practices by learning from the outcomes of their application.
- *Application of Class EA-PPCR:* This entails an initial check of all projects to determine any further requirements for evaluation of effects prior to implementation and the need for mitigation techniques.

This chapter focuses on:

- Main roles and actions to implement management direction.
- Applying the adaptive management approach to all levels of the planning system.
- Implementing projects through the Class EA-PPCR.

3.1 Communications and Information Management

After the management direction approval and release, the policies, prescriptions, and information contained in the document is applied. The following tasks should be carried out.

MNR planners and other staff should:

- Further to any MNR press releases, inform protected areas managers, partners and the public regarding the importance of the approved management direction, its interpretation and implementation.
- Update local, zone and regional databases with information from the approved management direction.
- Populate the respective provincial databases with the updated information (e.g., @PAR, NHIC, NRVIS, ODMS, etc.).
- Update the information repository (PAPIR).
- Formulate proposals for annual work plans in support of future management direction amendments, examinations or reviews.

MNR managers should:

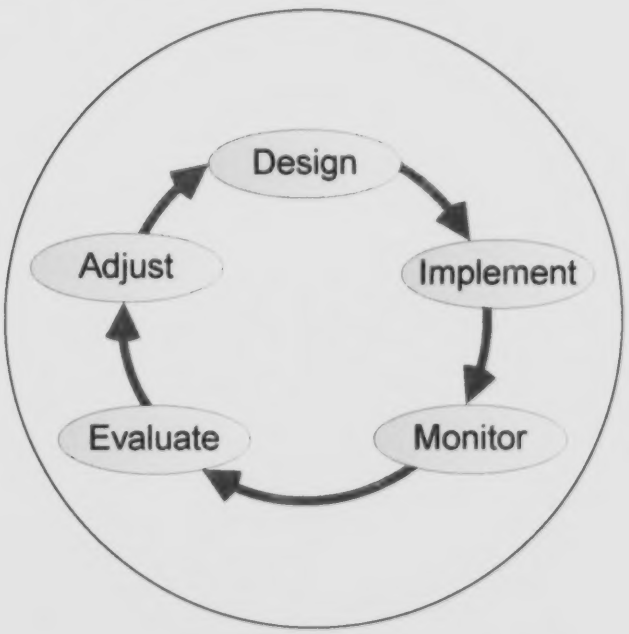
- Refer to management direction before implementing new projects or activities to confirm that the appropriate approvals are secured and in place, or it is otherwise permitted (e.g., provincial policy).
- Check the Class EA-PPCR status of projects prior to implementation.
- Examine management direction periodically to assess whether administrative updates or amendments are required to deal with new or changing priorities, proposed uses or activities.
- Establish implementation priorities based on projects that are to be scheduled within the first five years of management direction approval and those scheduled beyond five years.
- Consult the approved management direction during the preparation of annual work plans (i.e., budgeting).
- Monitor the effectiveness of management actions and maintenance of ecological integrity and make adjustments/adaptations accordingly.

3.2 Application of Adaptive Management Approach

Ecosystems are complex and dynamic and our ability to predict how they will respond to management actions and human use is often limited. However, despite these uncertainties management decisions (to either take action or not) must be implemented. Adaptive management provides protected area managers with an approach to proceed responsibly in the face of such uncertainty. Adaptive management can be visualized as a five-step cycle (Figure 3.1) and it can be implemented at all levels of the planning system.

Adaptive management approaches may be considered and applied during the implementation of projects. These may range from rather simple and straightforward projects through to very complex ecosystem management projects. Staff are advised to work with ecologists and other specialists to design adaptive management approaches in the more complex cases.

Figure 3.1 Adaptive Management Approach



Adaptive Management:

MNR's strategic direction, *Our Sustainable Future* (MNR 2005b), establishes adaptive management as an operating principle:

"The planning for and management of natural resources should strive for continuous improvements and effectiveness through adaptive management of natural resources."

3.3 Application of the Class Environmental Assessment

A *Class Environmental Assessment for Provincial Parks and Conservation Reserves* (MNR 2005a) requires staff to consider carefully protected area values, including minimizing potential negative effects on natural, social, economic and cultural features, when implementing projects.

Application of the Class EA-PPCR is a legal requirement (see sidebar) under the EAA. Prior to implementation, all projects should be checked to determine whether Class EA-PPCR requirements have been met.

For clarity, this manual presents a general summary of the Class EA-PPCR. The legal requirements are presented in the Class EA-PPCR document.

For most of the routine or operational aspects of protected areas' work, there are no (or only low) potential negative effects associated with the work. In addition, the approaches to implementing the work often include applying simple techniques to minimize potential negative effects.

Therefore, there is no need to carry out further evaluation for most aspects of routine work. In the Class EA-PPCR, these are referred to as category A projects.

In other cases, projects may have potential for negative effects that require evaluation and mitigation to minimize or offset the negative effects prior to implementation. These types of projects are 'screened' using the procedure in the Class EA-PPCR to assign them to either category B (low to medium effects, medium concern) or category C (medium to high negative effects, high concern). In a very limited number of cases, a category D project might be considered (significant negative effects or concern).

Category B and C evaluations entail preparing a 'project file' or an 'environmental study report', respectively, following the rules set forth in the Class EA-PPCR. This includes opportunities for Aboriginal, public and stakeholder involvement. A category D evaluation would result in the preparation of an individual EA, a planning process with its own specific content and process guidelines.

From an adaptive management perspective, it is important to consider the monitoring, evaluation and reporting component of evaluations. This enables staff to assess whether predictions of net environmental effects were valid, and to confirm the effectiveness of implementation and mitigation measures. This is the 'feedback loop' that informs the adaptive management approach. As such, monitoring must be considered.

3.3.1 Coordination of Processes

Category B, C and D screenings and evaluations may be coordinated with one or more planning processes, such as:

- Development of management direction for a provincial park or conservation reserve.
- Amendments to management direction.
- Crown land use plans or amendments.
- Other environmental assessment approaches.

The planning team for the management direction will have to weigh the potential benefits of coordinating processes (e.g., shorter timelines, lower process costs, quick response, need for approval in the short term to meet priority government objectives) against potential disadvantages (e.g., increases in content or process complexity).

The Class EA-PPCR requirements may be coordinated with the preparation of the management direction in different ways. For example, Aboriginal, public and stakeholder involvement requirements can be undertaken concurrently, while documentation requirements for a Class EA-PPCR evaluation could be either addressed in the text of the management direction, or presented separately. This determination is made by the planning team dependant upon local circumstances and needs.

Optional approaches for coordinating processes are outlined in the Coordinating Processes Guideline.

Two key principles should be considered when coordinating processes. Firstly, planning documents should state if coordination of processes is occurring. Secondly, the content and involvement requirements of the processes being coordinated must be met.

3.3.2 Implementation Plans

Since the 1980s, MNR has prepared 'implementation plans' as a means to translate broad direction from provincial park management plans into specific resource management, development and operations projects, in a coordinated manner. Terminology has changed over time and these plans variously referred to as resource management plans, stewardship plans, vegetation or wildlife management plans, management strategies, subsidiary plans to the management plan, etc. As a result, an array of such implementation plans exists. This section aims to clarify the termino'ogy between the past and current situations.

Undertaking the projects addressed in implementation plans will be in accordance with the requirements of the Class EA-PPCR. This includes:

- Implementation plans prescribed in approved management direction (but the projects may have not yet been evaluated through the Class EA-PPCR).
- Existing implementation plans that are currently in effect.

The term 'implementation plan' will continue to be used in the context of the Class EA-PPCR. Implementation plans are a means to describe related projects from a holistic perspective. The implementation plan may be presented as:

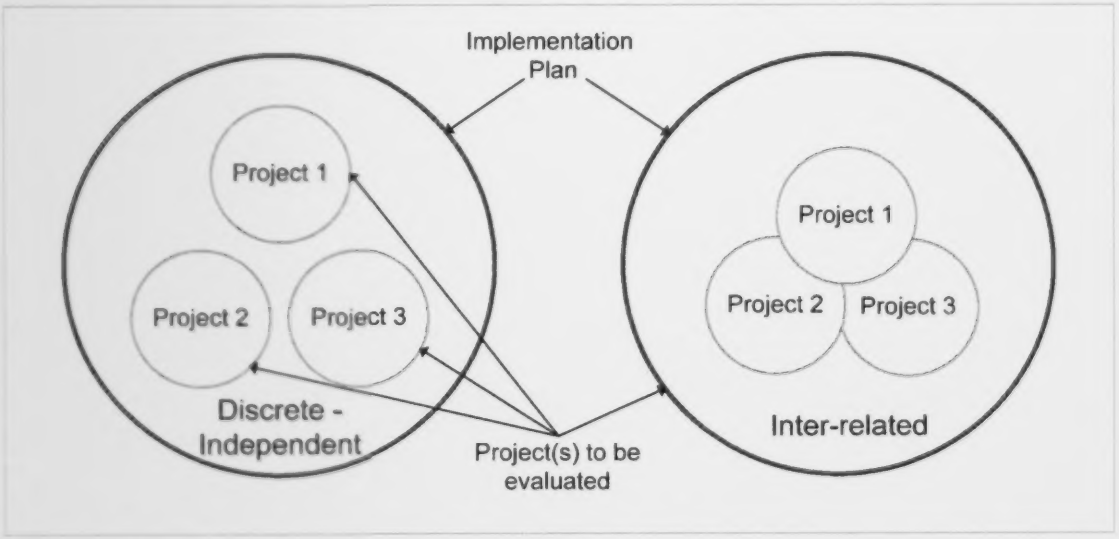
- A description of discrete projects that are screened and evaluated independently, or
- A single project where the inter-related components are described and evaluated as one project (Figure 3.2).

In either case, the Class EA-PPCR requirements (e.g., category B project evaluation or category C environmental study report) must be achieved and clearly articulated in the planning process and relevant documents. Planning teams will determine the approach that is appropriate for local needs.

Project Defined:

A project may comprise one or more discrete components. It is usually desirable to evaluate the aggregate effects of all related components. In such cases, the project description will describe all associated components to be screened and evaluated. In more complex situations, these related components are described in an implementation plan. (Source: Class EA-PPCR)

Figure 3.2 Implementation Plans and Projects



4.0 MONITORING AND ASSESSING MANAGEMENT DIRECTION

Monitoring is required to determine the achievement of the vision, objectives, and actions outlined in the management direction for the protected area or group of protected areas. This is an essential component of assessing the effectiveness of management direction on an ongoing basis and at the 10-year examination of the management direction. This supports the application of adaptive management.

Monitoring supports the assessment of the effectiveness of management direction in three ways:

- To evaluate implementation of the management direction.
- To determine the effectiveness of management actions.
- To address ecological integrity.

This chapter focuses on the elements of monitoring to assess the effectiveness of management direction:

- Did we do what we said we would do?
- Was it effective?
- What condition is the value in?
- How do we establish monitoring priorities?

The vision, objectives and actions guide the priorities for monitoring for a protected area. It is through monitoring that it can be determined if the vision, objectives and actions were actually achieved. The protected area as a whole and the various values associated with representation and legal mandates (e.g., species at risk) are a primary focus. Monitoring can also helps us to learn and adapt, thereby improving our ability to manage protected areas successfully.

4.1 Implementation of Management Direction

Monitoring implementation determines if the direction given in the management statement or plan was carried out, answering the question, ***"Did we do what we said we would do?"*** This type of monitoring is essentially an audit of performance in following through on management direction and applies to all actions and policies associated with the management direction. This is an important aspect of the examination of management direction because it shows the degree of management direction implementation. The examination assesses whether the remaining actions are still relevant and sufficient to guide implementation, or if a review is warranted to establish new direction and actions.

Determining whether actions or policies were successful in achieving what they were intended to achieve (effectiveness) is the focus of the next section.

4.2 Effectiveness of Management Actions

Based on the direction provided by the vision, objectives and actions, monitoring can occur to support the assessment of specific management actions. This includes monitoring the activities intended to mitigate undesirable impacts on protected area values or for restoration. This approach answers the question ***"Was it effective?"*** Through monitoring, protected area managers are able to learn, share information about success or failures and adapt as necessary and as resources are available. This is the essence of an adaptive management approach.

This type of monitoring may be designed and carried out through Class EA-PPCR projects. In such cases, this information should be used as part of the effectiveness evaluation of the management direction.

4.3 Maintaining Ecological Integrity

Protected area managers need to consider the various pressures and their impacts (including management decisions and associated actions) on the protected area as a whole and on the condition of specific values.

Monitoring is required to establish the initial or baseline condition of specific values within protected areas and change in the condition of those values over time. Monitoring can be implemented to measure changes in condition over time and therefore can serve as an early warning of undesirable changes in the condition of a value. This perspective answers the question ***"What condition is the value in?"*** and is an indication of potential threats to the value and ultimately to the ecological integrity of the protected area(s).

4.4 Setting Priorities for Monitoring

Monitoring needs will be described in management direction and can be considered as techniques, skills and funding allow.

There are four general steps associated with setting priorities for monitoring effectiveness of management direction (Table 4.1). The vision, objectives and actions for the protected area provide a direct link to the purpose and objectives of the PPCRA.

Table 4.1 Steps for Setting Priorities for Monitoring Effectiveness of Management Direction

Step 1	Establish a clear understanding of the direction provided by the purpose, vision, objectives and actions for the protected area and what is required to determine if they have actually been achieved.
Step 2	Determine the various values of interest that are associated with the protected area and the condition of those values.
Step 3	Identify what pressures exist (and their underlying causes) that are adversely affecting the protected area(s) as a whole and/or affecting the values within the protected area(s).
Step 4	Assess the level of risk posed by the pressures on the identified values to determine the priorities.

More detail on the steps listed in Table 4.1 is provided in the Monitoring Guideline. The implementation of these steps is recorded in the information repository (PAPIR). Monitoring priorities should be integrated with other MNR programs, wherever possible.

4.5 Data Collection

Monitoring is the collection of data and information in a consistent manner over time. Consistency is important because it allows comparison of results over time and from place to place. Generally, the purpose of monitoring is to gather data and information to address specific questions that stem from specific information needs related to management. It is necessary that monitoring be designed to address specific questions. Otherwise, the purpose of the monitoring is unclear, the results have limited usefulness, and human and financial resources are not used appropriately.

Data collection methods can range from very simple to very complex. Finding where a particular monitoring effort falls along that scale is determined by:

- The question being asked.
- What is known about the resource to be monitored.
- The pressures on that resource.

- The type of monitoring that is required.

As the complexity monitoring and data collection increases, the cost and the need for additional, specialized assistance (e.g., for statistical design and analysis) also increases. Regardless of the monitoring methods used, it is important that the data be collected in a systematic manner.

Refer to the Monitoring Guideline for more information on data sources, types of monitoring, and collection methods (e.g., socio-economic surveys, SOPAR, etc.). Data collected is stored in the information repository (PAPIR) or other databases.

5.0 ADJUSTING DIRECTION: AMENDMENTS AND REVIEWS

Management direction is prepared with a 20-year window or perspective in mind to provide site-specific policies for each protected area. During implementation of management direction, the appropriate MNR protected area manager on an ongoing basis, and more thoroughly at 10-year intervals examines it in an effort to keep it current and relevant. Requests for a review or specific changes may also arise from an Aboriginal community, the public or stakeholders.

First considered in this chapter is a description of the administrative updates and amendments, followed by the 10-year examination of management direction to determine the need for amendments or review.

This chapter focuses on the aspects of maintaining management direction so that it is current and relevant, including:

- Administrative updates, amendments and reviews.
- Examinations.

5.1 Administrative Updates and Amendments

5.1.1 Administrative Updates

An administrative update is a change to a management direction that:

- Is required to keep management direction current and relevant while not changing the majority of the original management direction.
- Makes no substantive change to the original management direction.
- Deals with broader matters that are not environmentally significant.
- Corrects the intent of a policy statement.
- Addresses some error or omission.
- Follows through on a prior decision that was consulted on (e.g., through legislation, land use planning, strategies, etc.).
- Acts on an urgent need (e.g., a legislative requirement to protect a feature or value that is determined to be under threat of damage).
- Is anticipated to have little or no Aboriginal, public or stakeholder interest.

A terms of reference is not required when processing administrative updates. Administrative updates may be deferred and incorporated with future management direction amendments or review.

Aboriginal, public and stakeholder involvement is not required as there has been previous involvement, or involvement occurred via other means or the change is justified to address errors / new information. Information could be placed in MNR or provincial park offices to advise that there has been an administrative update(s).

Approved administrative updates are added to the information repository (PAPIR) and would be inserted or attached to remaining office stock and electronic copies of the original management direction. Administrative updates will also be inserted into the electronic version of the management direction and placed on the MNR website.

5.1.2 Amendments

An amendment(s) to current management direction may be required to address changes in policy originating from internal proposals or to respond to valid external requests for a policy change to keep the

management direction current. Both of these require involvement activities. A terms of reference is not mandatory but should be considered when undertaking complex amendments.

Amendments can address single or multiple proposals for changes. Such proposed changes can result in a limited or substantive alteration to portions of a current management direction. Response to a proposed amendment can range from causing little or no public and/or agency concern to significant concern with a public or Aboriginal group and/or other agencies. This range of response may be due to public and/or Aboriginal concern that there is potential for limited to substantial impacts and or limited to substantial negative environmental and/or socio-economic effects. Proposed amendments may include adding new facilities that were not anticipated in the original management direction or dealing with proposed changes to boundaries and explaining the rationale for a boundary regulation change (except for lands specifically acquired or donated for the purpose of being added to an existing protected area).

Any person can initiate a proposal for an amendment. A proposed amendment must be submitted to the appropriate level of authority (provincial parks - zone manager; conservation reserves - conservation reserve manager or district manager.) In this way the proponent makes a case in writing for an amendment identifying details as to their reason(s) for the proposed change and rationale explaining the benefits of the proposed amendment. If the proposal is deemed by MNR to be appropriate and has merit, this triggers the planning process (see Figure 5.1). If the proposal is disallowed or deferred, the proponent will be notified of the decision (including rationale) in writing.

When MNR deems a proposed amendment to be administrative in nature, the adjustment to management direction may be processed as an administrative update, without external involvement.

During the process of amending management statements there will be at least one opportunity for involvement. During the process of amending management plans there will be at least two opportunities for involvement. The level of complexity for either may warrant additional opportunities for involvement as determined by the zone/district manager.

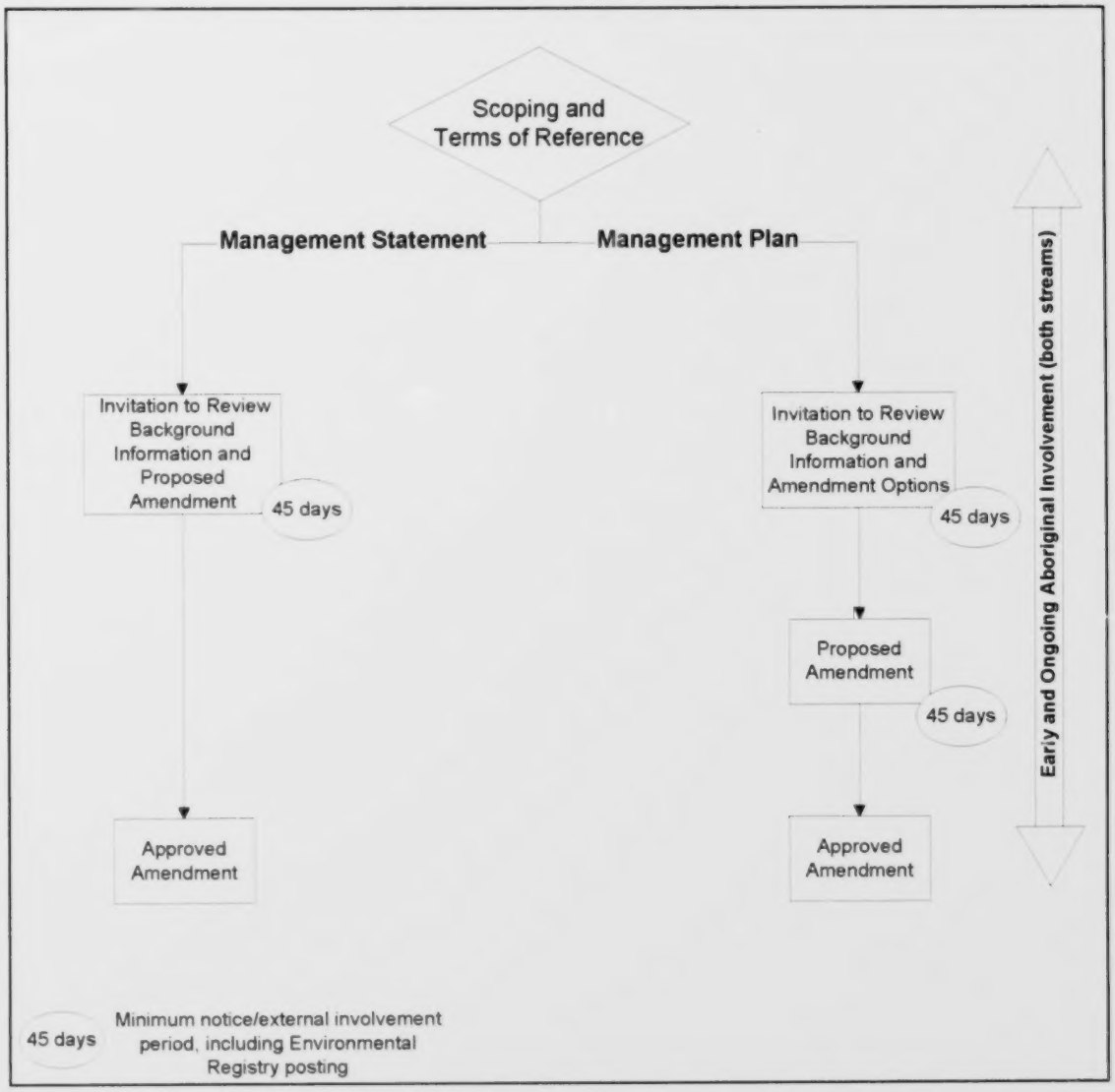
Proposals for amendments should be evaluated to determine:

- Conformity with legislation and provincial policy and the overall vision, purpose and objectives for the protected area.
- If there is an urgent need or if it can be deferred (e.g., until the 10-year management direction examination).
- Degree of Aboriginal, public or stakeholder interest or support.
- The extent to which similar issues may have been considered and deferred either in the initial development of the management direction or through a recent request.
- MNR's capacity to address the proposal (e.g., finances, staffing and information).

An approved management statement should be amended to allow an undertaking or project that would only be permitted under an approved management plan. Such a proposal should only be carried forward through the development of a new management plan.

An amendment to management direction that results in substantive change to policy may trigger a Crown land use amendment (e.g., new boundary, phase out of hunting from an area previously allowing hunting, name change or classification, designation). Requirements for management direction amendments can be coordinated to address Crown land use amendment and Class EA-PPCR requirements, as appropriate.

Figure 5.1 Planning Process for Amendments to Existing Management Direction



Aboriginal Involvement:

Following a decision to pursue an amendment, work with Aboriginal communities with interest in the protected area to develop an approach for involvement. Use similar steps to those described in the terms of reference to scope out the involvement process to discuss the amendment. Create an involvement approach with each Aboriginal community and follow this approach throughout the amendment process. Make appropriate efforts to make Aboriginal communities aware of opportunities to comment along with the public as well.

Public and Stakeholder Involvement:

Public and stakeholder involvement will be implemented in accordance with the terms of reference (optional) and the public and stakeholder involvement approach specifically developed for the amendment process. The involvement opportunities identified in Figure 5.1 for a proposed amendment to a management statement (one) or plan (two) will include, as a minimum:

- Sending notification (e.g., mailed or e-mailed notices) of released documents to those on the mandatory contact list.
- Posting Environmental Registry policy proposal notice (with an invitation to comment open for 45 days).
- Placing proposed amendment on the MNR website.
- Putting up on-site notices (where appropriate).

In some cases, new proposals or issues may arise and it may be appropriate to undertake further involvement. This additional involvement may be open to everyone or be scoped to those who have a particular interest in, or affected by a particular planning topic.

Following involvement, the proposed amendment is revised to take into consideration public response to the proposal. Significant issues should be addressed prior to approval. Once any revisions are incorporated the amendment is recommended for approval.

Notice of Approved Amendment:

At a minimum, notification of an approved amendment will include:

- Notification (e.g., mailed or e-mailed notices) of released documents to those on the mandatory contact list.
- Posting of Environmental Registry policy decision notice.
- Placing approved amendment on the MNR website.

Refer to tools for further guidance such as the Aboriginal Involvement Guideline and Public and Stakeholder Involvement Guideline.

Approved amendments are added to the information repository (PAPIR) and would be inserted or attached to remaining office stock and electronic copies of the original management direction. Amendments will also be inserted into the electronic version of the management direction and placed on the MNR website.

5.2 Examinations

In keeping with direction set out in the PPCRA, starting on September 4, 2012, the Ministry shall annually examine, in an order determined by the Ministry, management directions that have been in place for 10 years or more and shall determine the need for amendment or review of the directions.

The examination will entail:

- A review of the original planning the information repository (PAPIR) and products.
- A determination as to the scope of the needs, which may range from a confirmation that the original management direction is still appropriate (with a 20-year planning horizon in mind), to an amendment(s), or to a preparation of a new management direction.
- A review of any outcome of monitoring activities associated with determining effectiveness in achieving the vision and objectives (adaptive management approach).
- Consideration of whether the management direction policies and direction continues to support the maintenance of ecological integrity.

- A review of the overall contents of an approved management direction (both text and maps).

5.2.1 Possible Outcomes of the Examination

There are four possible outcomes resulting from the examination of existing management direction:

1. **Status quo** – the current management direction is still relevant and no changes are required for continuing management (do nothing).

2. **Administrative update(s)** – there is a need for minimal changes to make existing management direction relevant until the next examination.

3. **Amendment(s) to current management direction required** – a small number of changes are required to make existing management direction relevant until the next examination.

4. **Review (Re-write) Management Direction** – the current management direction is no longer relevant and/or significant changes are required to proceed with management (i.e., prepare new management direction).

If the examination determines that no changes are required, then the planning process is complete. With the exception of administrative updates, all other outcomes of the examination of the management direction require Aboriginal, public and stakeholder involvement. For amendments, the focus will be on the specific reason(s) for the proposed changes. A decision to review (re-write) the management direction will bring about the full implementation of planning process, including Aboriginal, public and stakeholder involvement (per Chapter 2).

The process of examining the current management direction is supported by a review of current legislation and policy, an examination of social, economic and environmental factors, Aboriginal considerations and information found within PAPIR. Criteria to assist in determining the outcome of an examination of current management direction for a protected area or group of protected areas is outlined in the list of tools and guidelines.

An unscheduled examination of an approved management direction may occur at any time at the discretion of MNR. Circumstances may arise which make it untenable to wait for the 10-year cycle to close. An unscheduled examination could be triggered when the objectives that direct protected area management activities become unattainable, or the management policies become substantially inappropriate.

The results of the examination will be posted on the Environmental Registry or made available for public information by other appropriate means (e.g., posting on the MNR website). The outcomes will feed back into the appropriate MNR five-year protected area planning schedule.

5.2.2 Examination Records

A record of the examination process must be retained on PAPIR for the life of the management direction. A 10-year Examination Checklist may be used as a tool for documenting that an examination of management direction occurred, the outcome and rationale.

5.2.3 Term of Management Direction

The term of an approved management direction is the 20-year period commencing from the date the direction was approved. Through the examination process, the term of a mature management direction may be extended for an additional 20 years (with examinations every 10 years)

6.0 PLANNING MANUAL ADMINISTRATION

6.1 Monitoring Implementation of the Manual

This chapter focuses on implementation and maintenance of the *Protected Areas Planning Manual*. It includes:

- Provisions for monitoring.
- Practical steps for revising the manual, in terms of minor and

The purpose of monitoring the implementation of this planning manual is to determine whether it is fulfilling its stated purpose and to identify opportunities for improvement that would enhance its effectiveness.

To assist in monitoring progress and experience arising from the implementation of this manual, MNR will:

- Retain copies of completed planning file information and approved management direction at the protected area (where offices exists), and at the relevant district or zone office.
- Retain copies of approved management direction at the Planning and Research Section, Ontario Parks.
- Provide copies of approved management direction and published documents related to current planning projects on the MNR web site.
- Maintain the *Crown Land Use Policy Atlas* (MNR 2007) which includes information on approved land use direction, management direction, amendments and reviews.
- Include appropriate information related to protected areas planning in the MNR *State of the Protected Areas Report*.

6.2 Revisions to the Planning Manual

The planning manual will be revised, improved, and updated based on experiences in using the manual and/or as new information becomes available. The provision of information to and from MNR, and the effectiveness and ease of use of the manual will be monitored to determine if improvements or revisions to the manual are required.

MNR may revise the planning manual from time to time, as required. Upon approval, minor and major revisions would be appended as an addendum to this manual, or consolidated into the text. A master electronic copy of the manual will be maintained by MNR, and a consolidation will be provided on the MNR website. Internal and external clients will be able to download addendums to the manual.

A number of supporting technical planning tools and guidelines are listed in the planning manual (see Chapter 9). Updates and revisions to these supporting technical materials will sustain the use of modern and efficient processes and approaches in protected areas planning. These materials will be managed independently of the planning manual and may be changed, created or deleted at MNR's discretion, without external involvement.

6.2.1 Minor Revisions

In general, a minor revision to the planning manual may entail:

- Making administrative of housekeeping changes.
- Applying modifications required to keep the manual current and relevant, while not changing the majority of the original direction and requirements.
- Correcting or clarifying the intent of a statement or requirement.
- Addressing error or omissions.
- Adhering to an amendment to the PPCRA, EBR or other pertinent legislation.

- Complying with changes in MNR's strategic direction.

MNR may approve minor planning manual revisions without external involvement.

6.2.2 Major Revisions

Major revisions would include changes that may have significant impact on how the manual is implemented. They could include changes to:

- Mandatory public notice procedures or timelines.
- The essential elements of the planning process.

Aboriginal, Public and Stakeholder Involvement:

Major revisions to the manual will be made through the involvement of Aboriginal communities, the public and stakeholders.

There will be an external involvement opportunity provided in association with proposed revisions to the planning manual, with an invitation to comment for 45 days (minimum).

Involvement will be implemented in accordance with an involvement approach specifically developed for the revision. This will include, as a minimum:

- Mailed notice to all Aboriginal communities.
- Mailed notice to relevant stakeholders (i.e., provincial and national level non-government organizations and agencies).
- Environmental Registry policy proposal notice.
- Notice placed on the MNR website.

MNR would consider any comments received prior to approving a major revision. Notice of approved revisions will be posted to the Environmental Registry and the MNR website.

6.3 Transition Provisions

This manual replaces the *Ontario Provincial Park Management Planning Manual* (1994) and other prior processes used for conservation reserves planning. However, on the date when the approval for the *Ontario Protected Areas Planning Manual* comes into effect, planning and implementation of management statements or plans will be underway at various stages using the older planning manuals.

Approved management directions include management plans and interim management statements for provincial parks, and statements of conservation interest and resource management plans for conservation reserves that existed on September 4, 2007. (Source: PPCRA)

The following provisions will ensure a smooth transition between previous requirements and the new manual requirements:

- Where a planning project is underway, that process may continue if a public notice for that process has already been issued on the date when this manual approval takes effect. The requirements of this manual should be applied to the rest of the process wherever practicable, but applying the manual will not be a formal requirement.
- If no public notice for a planning project has been issued by the date when this manual takes effect, then this manual will apply.
- Processes to amend management direction will follow the provisions in this manual (as amended from time to time).

7.0 GLOSSARY OF TERMS

The glossary defines words and terms used throughout the *Ontario Protected Areas Planning Manual*. While every effort has been made to conform to technical, dictionary and common usage, it should be noted that these definitions reflect how the words and terms are used in the context of this manual.

@PAR: Protected Areas Registry

Class EA-PPCR: *A Class Environmental Assessment for Provincial Parks and Conservation Reserves*

EA: Environmental Assessment

EAA: *Environmental Assessment Act*

EBR: *Environmental Bill of Rights*, 1993

ESA: *Endangered Species Act*, 2007

FIPPA: *Freedom of Information and Protection of Privacy Act*

MNR or OMNR: Ontario Ministry of Natural Resources

NHIC: Natural Heritage Information Centre

NRVIS: Natural Resources and Values Information System

ODMS: Ontario Document Management System

PAPIR: Protected Area Planning Information Repository

PPCRA: *Provincial Parks and Conservation Reserves Act*, 2006

NOTE: Underlined words within definitions are also defined in the glossary.

Abiotic: Describing the non-living components of an ecosystem.

Aboriginal People: The *Constitution Act*, 1982 states that "Aboriginal peoples of Canada" includes the Indian, Inuit and Métis peoples of Canada.

Aboriginal Site Values: Locations in a protected area and their associated activities that are important to Aboriginal people (e.g., community meeting areas, spiritual sites, burial sites, etc.).

Adaptive Management: A process for continually improving management policies and practices by learning from the outcomes of their application.

Addendum: An addendum is a supplemental addition to a document. It may correct errors, explain inconsistencies or otherwise detail or update the information found in the main work, especially if any such problems were detected too late to correct the main work.

Amendment: An amendment to management direction involves proposed changes to management or development policies in a management statement or management plan, consistent with the classification,

zoning, purpose, vision and objectives.

Background Information File: A file prepared to support the various components of the planning process. The background information file is required for all protected areas in the province of Ontario and is located within PAPIR. The background information file is a concise file that represents the most current known information about a protected area or grouping of protected areas. It is intended to assist Aboriginal, public and stakeholder planning participants and is available for use and review. A background information file can include but not limited to information on natural values, Aboriginal site values, social and economic values and protected area pressures.

Background Information Document: A document prepared to provide an in depth understanding of a protected area. A background information document is created based on information available from the background information file. It is intended to assist Aboriginal, public and stakeholder planning participants and is available for use and review.

Biodiversity: Biological diversity or biodiversity refers to the variety of life, as expressed through genes, species and ecosystems that is shaped by ecological and evolutionary processes.

Biotic: Describing the living components of an ecosystem.

Class Environmental Assessment: The *Environmental Assessment Act* sets out requirements for the approval of Class environmental assessments (EAs). An approved Class EA permits a group of undertakings (activities and projects) in a defined class to proceed in accordance with the approved Class EA without having to fulfill the full requirements of an individual EA under Part II of the Act for each project. The Class EA-PPCR is an approved Class EA.

Classification: Park classification organizes provincial parks into broad categories, each of which has particular purposes and characteristics as well as distinctive planning, management and visitor services policies. Park classification defines an individual park's role in providing opportunities for environmental protection, recreation, heritage appreciation and/or tourism. Each park shares with others in its class particular characteristics, which help determine its specific function. Classification establishes a management framework for individual parks within the provincial protected areas system.

Conservation Reserve: A protected area regulated under the PPCRA. Conservation reserves protect natural heritage values and prohibit industrial uses while allowing a broader range of traditional activities to continue.

Conservation Reserve Manager: A person who is designated by the Minister of Natural Resources to be in charge of a conservation reserve.

Crown Land: Refers to all lands, including land under water, managed by MNR. This terminology has been used rather than "public lands", because many other government agencies manage lands that can generically be described as public lands. The broad definition of Crown land that is used in the planning manual includes acquired lands as well as ungranted land (land that has never been sold or transferred by the Ontario government).

Crown Land Use Policy Atlas: CLUPA is the official source of area-specific land use policies for Crown lands, and associated mapping of the land use areas, in much of Ontario. The Atlas is available on the internet at: http://crownlanduseatlas.mnr.gov.on.ca/.

Custodial Management: Management aimed at minimizing external influences and pressures on the protected area ecosystem. Active management is not a priority.

Earth Science: The physical elements of the natural landscape created by geologic processes and distinguished by their composition, structure and internal layering or stratigraphy and by their relief, contour and spatial distribution or topography. Those earth science features distinguished by stratigraphy

include rock strata and fossil assemblages, while those distinguished by topography include all varieties of land and submarine forms.

Ecological Integrity: Refers to a condition in which biotic and abiotic components of ecosystems and the composition and abundance of native species and biological communities are characteristic of their natural regions and rates of change and ecosystem processes are unimpeded. Ecological integrity includes, but is not limited to:

- Healthy and viable populations of native species, including species at risk, and maintenance of the habitat on which the species depend.
- Levels of air and water quality consistent with protection of biodiversity and recreational enjoyment.

Ecosystem: A multi-scale unit of interacting organisms and the non-living resources (e.g., water, soil) on which they depend, as a functional and integrated whole.

Environment: The air, land, water, plant life, animal life and ecological systems of Ontario.

Environmental Assessment: The identification and evaluation of the effects of an undertaking (activity or project) and, where appropriate, its alternatives on the environment, as contained in a document prepared in accordance with the Ontario and/or Canadian *Environmental Assessment Act*.

Environmental Registry: An Internet site established by the *Environmental Bill of Rights* (EBR) to provide information about the environment to the public. This information includes: the text of the EBR; general EBR information; each prescribed ministries' *Statement of Environmental Values*; summaries of proposed Acts, regulations, policies and instruments; notices of appeals of instruments and appeal decisions; notices of court actions and final results; and application forms for reviews and investigations.

Environmental Study Report: The report that formally documents a project evaluation process carried out for a Category C project under *A Class Environmental Assessment for Provincial Parks and Conservation Reserves*.

Footprint: The area occupied by a project.

Function: In regards to natural features and functions, means the natural processes, products or services that species and non-living environments provide or perform within or between ecosystems and landscapes.

Geographic Information System: A geographic information system (GIS), captures, stores, analyses, manages, and presents data that refers to or is linked to a location on earth. The term describes any information system that integrates, stores, edits, analyses, shares, and displays geographic information. GIS applications are tools that allow users to create interactive queries (user created searches), analyze spatial information, edit data, maps, and present the results of all these operations.

Implementation Plan: Most implementation plans are operational in nature, and deal with the specific projects and activities required to translate a protected area's management direction policies into actions.

Interim Management Statement: Former term for a provincial park management statement approved prior to September 2007.

Inventory: The determination of the distribution, abundance and characteristics of a natural resource such as wild life species and habitats, cultural resources and recreational resources. In the context of an ecosystem approach, inventory permits protected area managers to measure composition and structure.

Land Information Ontario: LIO is a provincial initiative that supports the province-wide sharing of geographic data. As part of MNR, LIO provides centralized access to data through a number of tools and

services (i.e., LIO warehouse, data exchange, data directory and internet mapping).

Land Use Direction: A MNR land use direction is a document (including an electronic source) that outlines approved land use policies for an area of public land administered by the Ministry of Natural Resources. MNR currently prepares very few land use plans, because area-specific land use policies are primarily documented and maintained in CLUPA.

Life Science: Living natural resources, including plants, animals, and micro-organisms, plus the environmental resources to which species contribute.

Maintenance: Generally, the regular, routine actions, taken to retard the natural deterioration of a resource (or fixture, chattel and/or equipment). These actions are intended to keep the resource from premature loss due to failure, decline, wear or change attributable to normal use or the effect of the natural environment.

Maintenance (of Ecosystems): See ecological integrity.

Management: Keeping or modifying the natural form, processes and attributes of land and water to some desired condition or state as defined by humans. Management can include maintenance, preservation, protection, enhancement, restoration or any combination thereof.

Management Direction: Includes a management statement or a management plan for a provincial park(s) and/or a conservation reserve(s) (also, grandfathered statements of conservation interest for conservation reserves or interim management statements for provincial parks). Management directions provide policy for the management of protected areas.

Management Plan: A document that provides a policy and resource management framework (management direction) that addresses substantial and complex issues or proposals or both for substantial capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them.

Management Statement: A document that provides a policy and resource management framework (management direction) that addresses a limited number of non-complex issues or proposals or both for limited capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them.

Mitigation: Avoiding, eliminating, offsetting or reducing to an acceptable level the potential effects of a project. It can also include rehabilitation, restoration, or enhancement where feasible. Mitigation is the means by which projects can be modified to minimize or eliminate potential negative effects. This can include off-site measures that achieve the same objective.

Monitoring: The collection of data and information in a consistent manner over time.

Natural Heritage Information Centre: As part of MNR, NHIC's mission is to acquire, maintain, update, and make available data on the province's rare species, vegetation communities, and natural areas. NHIC maintains a permanent and dynamic atlas and data bank on the character, distribution and conservation status of natural areas, critical flora and fauna, communities and special features in Ontario.

Naturalness: Being natural or near natural in character and relatively undisturbed, or else in the process of recovery from human disturbance.

Natural Resources and Values Information System: The Ontario government's Geographical Information System for managing geographic information (both tabular and spatial). NRVIS contains an evolving set of standardized geo-referenced databases that are intended to address a broad range of business requirements.

Natural Heritage: Natural heritage is all living organisms, natural areas and ecological communities that we inherit and leave to future generations.

Natural Resource: Anything that is valued or used directly by humans and produced or derived directly from natural sources. A renewable resource can renew itself (or be renewed). A non-renewable resource is one whose consumption eventually results in its depletion.

Natural Values: Specific natural attributes or features within a protected area that may require additional or special consideration during planning and management.

Non-government Organization: A legally constituted organization created by private persons or organizations with no participation or representation of any government.

Objectives: Objectives are concise, measurable statements of the desired future condition for a protected area, resource (value) or resource use with is attainable through management action. Objectives must be consistent with planning goals and relate to the planning issues.

Ontario Document Management System: The ODMS is a web-based tool for enhancing the public's and staff access to government-held documents and information.

Park Superintendent: A person who is designated by the Minister of Natural Resources as a superintendent to have charge of a provincial park.

Pressure: Any human activity or facility (including associated activities) that has a negative impact on protected area values or objectives.

Proposed: In MNR's land use planning documents, the use of the term "proposed" in conjunction with land use designations refers to areas where specific land use designation proposals have been put forward for public discussion (see also "recommended").

Protected Area: For the purposes of the manual, "protected area" refers to a provincial park or conservation reserve, either proposed, recommended through an approved land use direction (e.g., *Ontario's Living Legacy Land Use Strategy* or MNR district land use guideline), or existing in regulation.

Protected Area Planning Information Repository: PAPIR is an in-house central repository for all planning related information for every protected area in the province of Ontario. It is located on a virtual server and functions as an up-to-date resource, including the eventual historical archive for protected areas. PAPIR is not an automated way to store information; it relies on users to store information.

Protected Areas Registry: This is an in-house database (@PAR) which provides MNR staff with the ability to create and maintain protected areas, track projects and management directions for these protected areas, and provides various reports, which summarize the current protected area information.

Provincial Park: Protected area regulated under the PPCRA.

Recommended: In MNR's approved land use planning documents, the use of the term "recommended" in conjunction with land use designations (e.g., "recommended" conservation reserve or provincial park) refers to areas where a land use decision has been made that an area should be placed into regulation under a specific piece of legislation, but the regulation has not yet been approved. When the area is regulated the "recommended" label is automatically dropped (see also "proposed").

Regulated: In MNR's land use planning, "regulated" usually refers to the application of land use designations to specific areas (e.g., "regulated" conservation reserve or provincial park) through the approval by the Lieutenant Governor-in-Council of a regulation under a piece of legislation (e.g., PPCRA).

Research: Any investigations or studies of natural, cultural, social, economic, management, or other features or characteristics of protected areas.

Resource: Generally, a value, feature, attribute, or physical component; an available renewable or non-renewable supply that can be drawn on when needed, be it animal, vegetable, mineral, etc.

Resource Management Plan: Former term for a conservation reserve management plan approved prior to September 2007. In a separate context, a resource management plan also refers to as a type of implementation plan.

Social and Economic Values: Social values include use and non-use benefits associated with protected areas (e.g., a beach that supports recreation) and cultural heritage sites. Economic values are the economic benefits associated with the protected area.

Species at Risk: The categories of species listed by MNR on its Index List of Vulnerable, Threatened, Endangered, Extirpated or Extinct Species of Ontario, as amended from time to time.

Stakeholder: Any persons whose right to use, acquire or enjoy property is or may be affected by any action taken under an approved protected area management direction, or whose right to use or enjoy a protected area under a management direction may be infringed upon by an action or a failure to act under the management direction.

Statement of Conservation Interest: A type of management direction for conservation reserves approved prior to September 2007.

Statement of Environmental Values: A statement, required by the EBR, that explains how the purposes of the EBR are to be applied when environmentally significant decisions are made in the ministry and how consideration of the purposes of the EBR should be integrated with other considerations, including social, economic and scientific considerations, that are part of decision-making in the ministry.

State of Protected Areas Reporting: SOPAR reporting shall provide, but shall not be limited to, a broad assessment of the extent to which the objectives of provincial parks and conservation reserves, as set out in the PPCRA, are being achieved. This includes ecological and socio-economic conditions and benefits, the degree of ecological representation, number and area of provincial parks and conservation reserves, known threats to ecological integrity of provincial parks and conservation reserves and their ecological health and socio-economic benefits.

Status Quo Management: Maintaining the same level or state of management of a protected area, as opposed to a large or radical change in management.

Sustainability: A characteristic of a process or state that can be maintained indefinitely.

Traditional Territory: Area in which an Aboriginal community identifies as land that they or their ancestors traditionally occupied.

Treaty Rights: The specific rights of the Aboriginal peoples embodied in the treaties they entered into with a Crown government, initially Britain and after confederation, Canada. They often address matters such as the creation of reserves and the rights of Aboriginal communities to hunt, fish and trap on Crown lands. Treaty rights are protected by Section 35 (1) of the *Constitution Act*, 1982.

Values: In the context of protected area planning, these include natural values, Aboriginal site values and social and economic values that are contained within or associated with a protected area.

Zoning: A tool used to delineate areas within a protected area, often containing certain values, where a discrete set of policies may be applied to enable the achievement of objectives.

8.0 LIST OF REFERENCES

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9.0 PLANNING TOOLS AND GUIDELINES

The supporting technical tools and guidelines listed below are intended to assist planning teams through all aspects of protected area planning. Tools consist of a variety of in-house templates, checksheets/checklists, and forms. Guidelines generally refer to technical standards and administrative directives.

In general, the tools and guidelines are designed to provide technical guidance to staff and are therefore not normally subject to formal review. In some circumstances, a formal review may be warranted via the Environmental Registry.

The individual tools and guidelines may be updated periodically. This is not a comprehensive list and many were under development at the time of writing this manual: refer to the MNR/Ontario Parks website at http://www.ontarioparks.com/english/plan-res.html for the most current list of planning tools and guidelines.

Scoping and Terms of Reference

- Guideline for Developing the Terms of Reference Document
- Five-year Protected Area Planning Schedule Guideline

Background Information

- Determining Planning and Management Priorities in the Context of Ecological Integrity: A Practical Approach for Planning Teams
- Guide to Collecting and Using Planning Information

Management Proposals

- Management Proposals Guideline
- Protected Areas Zoning Guideline

Management Direction

- Preliminary Management Plan Template
- Preliminary Management Statement Template
- Protected Area Compatibility Test

Monitoring Effectiveness

- Monitoring Guideline

Aboriginal Involvement

- Aboriginal Involvement Guideline

Public and Stakeholder Involvement

- Public and Stakeholder Involvement Guideline

Coordinating Processes

- Coordinating Processes Guideline

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